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ABSTRACT

This handbook is designed as an informational aid for community college governing board members. Each of its seven chapters discusses a particualr topic related to the trustee role and is appended by supportive or illustrative materials. Chapter I outlines major trustee responsibilities and is followed by a sample college mission statement, trustee performance standards and evaluation forms, a job description for a trustee, a trustee code of ethics, and a trustee report card. Chapter II's examination of the functions of board members, officers, and committees is supplemented by a job description for the board, the "Ten Commandments for Trustees," sample by-laws, and a table of contents from a board policy manual. Chapter III discusses the selection and role of the board chairman and is followed by a job description for this position. Chapter IV examines the relationship between the board and the college president and is supplemented by a discussion of presidential evaluation procedures and evaluation forms. Chapter V discusses pertinent legal issues, including student and employee litigation, and outlines, in the addendum, criteria for selecting and using a college attorney. Chapter VI considers the board's political role in state and local trustee associations and is appended by sample trustee association by-laws. Chapter VII's consideration of the board's role in collective bargaining is appended by a sample labor agreement. A glossary of acronyms is included. (JP)

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TRUSTEESHIP

HANDBOOK FOR COMMUNITY COLLEGE AND TECHNICAL INSTITUTE TRUSTEES

Second Edition

BY
GEORGE E. POTTER, J.D.

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ASSOCIATION OF COMMUNITY COLLEGE TRUSTEES
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INTRODUCTION

The Association of Community College Trustees is proud to present this second edition of George Potter's *TRUSTEESHIP: HANDBOOK FOR COMMUNITY COLLEGE AND TECHNICAL INSTITUTE TRUSTEES*. New and updated material has been included in this second edition creating an even more valuable and helpful resource for governing board members. The overwhelming demand for the first edition of this basic handbook is a graphic illustration that such a text has been necessary since the first local governing board was formed over 75 years ago. *TRUSTEESHIP* has been so well accepted because few trustees are professional educators; they need a handbook such as this to guide them as they govern their institutions.

Trusteeship is an avocation, not a vocation. All too often trustees have accepted their responsibilities with little or no knowledge of the complexities of governing a two-year post-secondary institution. Intelligent, judicious decision making must have as a basis a solid foundation in the art of boardsmanship. Moreover, it has become apparent that the governing tools of the 1950's, 60's and 70's simply are no longer adequate to meet the challenges of the 80's. George Potter's book is designed to assist not only the new trustee but to help the more experienced trustee update these skills. Thus, this book will continue to have a positive influence on the decision making process and the quality of governance in the coming decade.

Of particular concern is the ever-evolving relationship between the trustee and the college administration. The division between governance and administration is not a line but a constantly shifting gray area. This

text is a basic tool in helping trustees, both experienced and inexperienced, identify this area of demarkation. In doing so, the book can strengthen the relationship which must exist between a board of trustees and its chief executive.

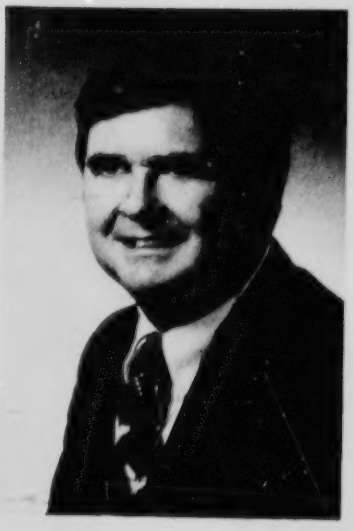
TRUSTEESHIP is "must" reading for all trustees. In fact, every college president should read the book as well, if for no other reason than to better understand governance. It is through mutual understanding that we—boards and presidents alike—can better serve the needs of our communities.

George Potter, the author, is not only a very learned trustee, but as past president of the Michigan Community College Association and the Association of Community College Trustees, his national perspective goes well beyond his seventeen years as a member of the board of trustees at Jackson Community College in Jackson, Michigan, and over ten years as its chairman.

ACCT is honored and proud to have the opportunity to publish this book. We are the only national association that devotes 100% of its efforts in ministering to the needs of trustees who govern our two-year postsecondary institutions.

William H. Meardy
Executive Director
Association of Community College Trustees
Washington, D.C.

ABOUT THE AUTHOR



George E. Potter has been a community college trustee since 1962 when he was elected to the first Board of Trustees of Jackson Community College at the age of 25. Since January, 1969, Dr. Potter has served as Chairman of the JCC Board. He currently serves on the Past Presidents Council of the Association of Community College Trustees.

Until 1969 the community college presidents and trustees in Michigan had separate organizations. That year Dr. Potter led a movement to merge the Michigan Council of Community College Administrators and the Michigan Association of Community College Boards. The movement was successful and Dr. Potter was elected the first Vice President of the merged organization, the Michigan Community College Association. In 1970 Dr. Potter became the first trustee elected President of MCCA.

In 1972 he was instrumental in the formation of a council of community college trustees within the American Association of Community and Junior Colleges. Almost immediately, however, he urged the council merge with ACCT which had just severed its ties with the National School Boards Association. Primarily because of his efforts a merger was consummated.

Dr. Potter was a member of the Board of the AACJC trustees council and under the terms of the merger became a member of the Board of Directors of ACCT. In 1974 the ACCT Board elected him Second Vice President, in 1975 First Vice President, and in 1976 President.

Dr. Potter received an Associate in Arts degree from Jackson Community College, a Bachelor of Arts degree from Albion College and a Doctor of Laws degree from the University of Michigan. He is a principal in the law firm of Patch, Rosenfeld, Potter and Grover, P.C. located in Jackson, Michigan. Dr. Potter specializes in personal injury trial practice and is one of the leading trial lawyers in South Central Michigan. He is a member of the Jackson County Bar Association, State Bar of Michigan, American Bar Association, Association of Trial Lawyers of America, Defense Research Institute and American Judicature Society.

For 14 years Dr. Potter was very active in the Jaycees serving as a President of the Jackson Jaycees, Vice President of the Michigan Jaycees and Director of the United States Jaycees. Throughout his Jaycees career he received many awards including selection for membership in the Junior Chamber International Senate, the highest honor in the Jaycee movement.

Dr. Potter has received many other honors including the M. Dale Ensign Community College Leadership award in 1974 as the nation's outstanding community college trustee. In 1967 he was selected as Jackson's outstanding young man.

Dr. Potter has written several articles which have appeared in various publications and has spoken in over two dozen states on various subjects of interest to community college trustees and presidents.

FOREWORD

In 1970 I was elected President of the Michigan Community College Association and appointed to the American Association of Community and Junior Colleges Commission on Legislation (now known as the Commission on Governmental Affairs). As a result of these activities I started receiving requests to speak at workshops, seminars and other meetings of community college trustees and/or presidents. Many of these presentations were made on the subject of collective bargaining, generally in a joint appearance with Dr. Fred L. Mathews, Chairman of the Board of Trustees of Southwestern Michigan College. However, the requests were not limited to the subject of collective bargaining and the speeches have covered different subjects of interest to community college trustees. As a result of these appearances I had requests to allow publication of many of them. In addition, I received requests to write articles for various publications.

During the six years I served on the Board of Directors of the Association of Community College Trustees the possibility of publishing a handbook for trustees was frequently discussed. The general feeling was that such a handbook would have to be prepared as a special project by a per-

son or persons employed specifically to write the handbook. Since ACCT did not have sufficient funds to undertake such a project it was always placed on the back burner for future consideration. After I became president of ACCT Bill Meardy and I had a conversation about the handbook. As we discussed the subject it became apparent that the speeches I had given and articles I had written could serve as the basis for a handbook. Bill became enthusiastic about the project and I agreed to edit those articles and speeches and see if I could convert them into chapters of a meaningful handbook.

I first took the existing speeches and articles and revised them so as to serve as chapters of the handbook. These were submitted to Bill Meardy and Sally Hutchins, ACCT Director of Publications, for their review and suggestions. They recommended some changes, the inclusion of additional material in chapters already written and additional chapters for the handbook. I then went to work incorporating all of their recommendations in the final product.

In my research it became obvious that many helpful aids to community college trustees had been prepared by others. I included them in the handbook with proper recognition to the authors. ACCT published a *Glossary of Terms* for trustees a few years ago. It was decided to revise and update the *Glossary* this year. At my suggestion, the revised *Glossary* is included in this handbook rather than published separately.

The final result of all these efforts is *Trusteeship—A Handbook for Community College Trustees*. I must confess that it is not as complete as I would have wished. Further, it could use additional research and quotations from other sources.

Despite its shortcomings, I believe this book will be of value to community college trustees. Not everything I recommend will be acceptable to all trustees. Further, my thoughts and ideas are based upon my own personal experience and the circumstances in which I have found myself and do not necessarily apply to every community college trustee or board. However, these ideas have worked successfully for me during 17 years of community college trusteeship.

Finally, I would like to thank everyone who made this book possible. Obviously, not all of the ideas are my own. I have borrowed liberally from other persons who are knowledgeable on the subject of trusteeship, for example, Fred Mathews on collective bargaining. John W. Nason, in his booklet *The Future of Trusteeship* published by the Association of Governing Boards of Universities and Colleges, stimulated my thinking on the responsibilities of college trustees. Sally Hutchins has spent as much or more time than I in editing and organizing this handbook. My wife, Donna, has provided great understanding and support during the thousands of hours I have spent on community college matters. To these, as well as the others who have made this book possible, I am deeply indebted.

CONTENTS

Introduction . . . . . *i*

About the Author . . . . . *iii*

Foreword . . . . . *v*

Chapter 1 The Trustee's Responsibilities 1

ADDENDA:

A Community College Mission Statement 8

Trustee Performance Standards 10

Trustee Self-Evaluation 13

A Job Description for the Individual Trustee 15

Trustee Ethics 17

Report Card for College Trustees 19

Chapter 2 The Trustee and the Board 25

ADDENDA:

A Job Description for the Board of Trustees 31

Ten Commandments for Trustees 33

Sample By-Laws: Board of Trustees 34

Table of Contents: Board Policy Manual 38

Chapter 3 The Trustee and the Board Chairman 39

ADDENDUM:

Board Chairman Job Description 45

Chapter 4 The Trustee and the President 47

ADDENDUM:

Presidential Evaluation 55

Chapter 5 The Trustee and the Law 79

ADDENDUM:

Selection, Use, and Evaluation of the College Attorney 87

Chapter 6 The Trustee and Political Action 101

ADDENDUM:

By-Laws, Michigan Community College Association 106

Chapter 7 The Trustee and Collective Bargaining 117

ADDENDA:

Master Agreement 127

"Fifteen Tricks that Teachers Unions Play on School Boards 131

Glossary of Terms 135

A Recommended Reading List for Community College Trustees 169

CHAPTER 1

The Trustee's Responsibilities[1]

Conditions affecting our institutions are changing and changing rapidly. The advent of collective bargaining is formalizing an adversary relationship between boards and their employees. Enrollments are leveling off in many institutions and even declining in a few. Our once passive student bodies are now making demands regarding almost every aspect of campus life. Statewide coordinating boards are encroaching more and more on the authority of local boards. Governors, legislatures and the public at large are demanding greater accountability not only for how we spend tax moneys but the effectiveness, and even value, of our educational programs. Tax dollars, whether from local, state or Federal sources, are becoming more scarce. These are only a few of the factors which are making our jobs as community college trustees more difficult and yet more challenging. Further, they are causing us to examine more carefully and effectively carry out our responsibilities as trustees.

What are the characteristics of an effective college board? It is one whose members come from diverse backgrounds but share one common bond, a deep love for the college. The sole concern of the trustees is the welfare of the college and the community it serves. Members of the effective college board are active, dedicated, involved and most of all informed. The effective board does not rubber-stamp the president but does place considerable weight on his recommendations. The effective board insists upon being the policy maker for all aspects of the institutional life but refuses to meddle in the administration of the institution. The effective board considers itself a team with each trustee having great respect for and trust of the other members of the board as well as the president.

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[1]Major portions of this chapter first appeared in *New Directions for Community Colleges*, Number 15, Autumn 1976, Jossey-Bass, Inc., p. 1.

What are the responsibilities of a college trustee which if fulfilled by all board members make an effective board? I think we trustees have at least 11 major responsibilities.

1. **Selecting, evaluating and terminating the president.** This responsibility is an obvious and extremely important one. Unfortunately, while all boards recognize the responsibility to select and, if necessary, terminate the president, many do not recognize the responsibility to evaluate, on a regular basis, his performance. Proper evaluation requires establishment of criteria of evaluation which has been agreed upon by both parties. The president is the board's agent responsible for managing the institution. He is not selected to win popularity contests with students, faculty or even the other administrators. He is selected to administer the college in accordance with the policies established by the board.

There are almost as many methods used of selecting a president as there are colleges. The last time our Board hired a new president we established a screening committee consisting of two trustees, two administrators, two faculty members and two students. The committee was charged with the responsibility of referring at least five candidates to the board with the understanding the board could accept one of the candidates or reject all of the candidates and select someone else. The screening committee ultimately referred five candidates to the board. These candidates each came to the campus separately for a day at a time. They met with all segments of the college community during their visit, ending the day with the candidate and spouse having dinner with the board. After all candidates had visited the college, representatives of the administrators, faculty and students met separately with the board to give their constituencies' evaluations of each of the candidates. The board then selected one of the candidates. While the staff and students recognized the ultimate decision for hiring the president was the board's they did express satisfaction with their input in that decision.

There are many ways of evaluating a president. At one extreme is a very informal evaluation process with no written criteria. The Board meets with the president and gives him its evaluation of his strengths and weaknesses. At the other extreme is a very formal evaluation procedure using written criteria developed by the board, generally with the help of the president and occasionally with the help of a consultant. The board should decide what kind of evaluation procedure it desires to use and then use it on a regular (generally annual) basis.

2. **Insuring professional management of the institution.** Probably the most important responsibility of trustees is insuring the college is managed in a professional, businesslike manner. The board is responsible for adopting a budget which realistically projects the college's income and restricts the expenditures to that income. The budget should also reflect the priorities of the institution as established

by the board. The board must insist the president manage the affairs of the institution in a professional manner. The board has final responsibility for the fiscal integrity of the institution.

A few years ago we adopted a management by objectives system for our administrators and department chairmen. We did not expect spectacular results and such results were not obtained. Nevertheless, the system is working well and has improved the administration of the college. We also adopted an administrator's salary plan with the help of Ernst and Ernst. The plan contains 11 salary grades and salary ranges for each grade which are revised bi-annually. When a new administrative position is created the board approves the position and its salary grade. The president is then given complete authority to hire, or fire, the person for that administrative position and set their salary within the salary range. In addition the president annually sets the salary of each administrator within the salary ranges previously adopted by the board.

3. **Purchasing, constructing and maintaining facilities.** The board is responsible for determining what land should be purchased, what buildings will be built and in which order, selecting the architect to design the buildings and providing adequate resources for the maintenance of the facilities once they are purchased or constructed. This does not mean, however, that the board should involve itself in the details of each building constructed. The number of classrooms, number of teaching stations in each classroom, etc. are primarily educational decisions which can best be made by members of the staff.

Before a spade of earth was turned our board adopted a master plan for the development of the campus. The plan was prepared by an architectural firm with input from faculty, administration and board. As needs change the master plan has changed and there have been two revisions of the plan. Once the plan was adopted, the board, after receiving all necessary information and the recommendation of the president, determined in which order the buildings would be constructed.

4. **Defining the role and mission of the college.** A major responsibility of the board is to establish the role and mission of the college. Input from faculty, students, administration and even the general public is desirable in carrying out this responsibility. However, final authority must rest with the board. Subject to the restrictions imposed by state law or a state agency having authority to do so, the board should determine whether the institution is to be a comprehensive community college with equal thrust in all areas or is to give greater emphasis to liberal arts, occupational education or even community service. The board should establish the purpose of the college in terms of specific institutional goals.

When our college district was created one of the board's first acts was to adopt a mission statement for the college. A committee,

consisting again of students, faculty, administrators and trustees, prepared a revised mission statement for the college and a list of institutional objectives related to that mission. The statement was then adopted by the board. The mission statement is periodically reviewed and updated. The Jackson Community College mission statement follows this chapter.

5. **Engaging in public relations.** A significant responsibility of the trustees is to engage in public relations for the institution. Whether appointed or elected, the trustees are generally looked upon as the representatives of the community served by the college and the representatives of the college to that community. Public relations, however, involves more than just promoting the institution. It requires a complete knowledge and understanding of the institution so that the trustee can, when necessary, calm an irate taxpayer or educate a misinformed legislator. The trustee may have to, and must, defend the institution and its policies to the community. In turn the trustees must communicate the needs, expectations and feelings of the community to the institution.

One of the most effective public relations tools our college has is the Associates of Jackson Community College. The Associates is a group of 300 community leaders, representing every conceivable segment of the college district, who, with their spouses, come to the campus at least three times a year. Normally, at least two of these events consist of a dinner followed by entertainment by a college performing group and a program. The Associates was created by the board and the trustees work closely with the Associates. The purpose of the Associates is to provide a large group of informed friends of the college who can speak out for the college in the community and communicate back to the college community feelings.

6. **Preserving institutional independence.** If an institution is to be viable its independence must be protected. Trustees must resist encroachment on that independence from whatever source it comes. It may be a statewide coordinating board which feels that it can better govern the institution. It may be an attempt by the legislature to meddle in the internal affairs of the institution. It also may be an attempt by the citizens, or at least a group of them, to interfere with the free and open exchange of ideas on the college campus.

The other trustees and I work very closely with the president in our dealings with the State Board of Education, Michigan's coordinating board for higher education, and the State Legislature. Elected trustees generally have more influence on elected legislators since we also represent people and votes. We also occasionally face efforts by some citizens to prevent certain speakers from appearing on campus or certain courses being offered. We feel that trustees, as their elected representatives, are the persons responsible for dealing with these citizens and resisting their efforts.

7 **Evaluating institutional performance.** Undoubtedly one of the most neglected responsibilities of a college board is evaluating how well the institution performs its role and mission as established by the board. As mentioned previously this can only be done by establishing institutional goals and then measuring how well those goals are achieved. Is the transfer program adequately preparing students for four year colleges? Are occupational students being adequately trained for jobs and are they being hired by the employers in the community? Is the institution really recruiting disadvantaged students? Is the developmental program training them to do college work? These are only a few of the questions that an effective board asks regularly.

8 **Creating a climate for change.** An effective college board creates a climate for innovation or change. In fact, an effective board must insist upon innovation and change since teachers, and even administrators, are notoriously conservative when it comes to change. It is easier and involves no risk of failure if there is no change in the educational program. Teachers prefer bright students and thus are not likely to develop programs to serve the not so bright. Change, not for the sake of change, but for the sake of improvement must be encouraged. An effective board demands that new programs be developed to serve the needs of new groups of people not currently being served by the college.

Our board believes this is one of its most important responsibilities. New programs mean new services to the community. These new services inevitably mean increased enrollment. Since 1971 our full time equivalency enrollment has doubled and our headcount enrollment has tripled. We have done this with a college district which has had no significant population increase during that period. Further, our percentage of in district students has remained constant at about 85%. Most of this increase has come from new programs serving new groups of people who were not served previously by the college.

9 **Insisting on being informed.** Responsible trustees insist upon being completely informed about all aspects of the institution. I have no sympathy for those who frequently complain that they don't have time to read all of the materials furnished them by the president. If they are unwilling to take the time to be informed they have no business on the board. Complete information is necessary to carry out every other responsibility of an effective trustee. Being completely informed involves more than reading the board materials. For example we subscribe to the *Trustee Quarterly*, *Chronicle of Higher Education* and *Community and Junior College Journal* for all our Board members. Copies of books on college trusteeship and other college matters are furnished our trustees. We attend conventions, seminars and workshops. We attend college functions of every sort. It was probably best put by John Corson in an article written for *AGB*

Reports when he said "I prescribe that trustees keep their noses in operations and that they keep their fingers out."[2]

10. **Engaging in planning.** It is the responsibility of trustees to see that the institution effectively engages in comprehensive and continuous planning, both short-range and long-range. All elements of the institution should participate in the planning process. This includes the board. The board's responsibility is not just to rubber stamp plans prepared by someone else but to participate in the development of the plans.

One of the most effective methods used by some boards, including ours, to engage in planning, is the annual retreat. Our board, president and the administrators reporting to the president, go to a motel in a neighboring town for two days. By getting out of town we eliminate possible interruptions. We meet throughout the two days devoting our time primarily to planning.

11. **Assessing board performance.** Even those boards that regularly assess the performance of the college and the president seldom assess their own performance. Does your board clearly understand its responsibilities? Have you sat down and assessed how you have carried out those responsibilities? Do you do any internal planning for the operations of the board? Every board should set aside a period of time once every year to review its own performance with the goal of improving its own effectiveness. We attempt to do this at our annual retreat. Trustee performance standards follow this chapter and also an evaluation form for an individual trustee. A job description for the individual trustee and a code of ethics for trustees are also included.

I believe completely in the concept that our institutions of higher education must be governed by lay trustees. Unfortunately, there are those who disagree. For example, in 1968, a group of students at Princeton University stated "The issue is not whether the trustees are doing their job well. The issue is that there is no justification for such a group of men controlling the destiny of an institution in a community in which they have no legitimate place. The university is a community of students and faculty, not businessmen."[3] If the feelings of those students were implemented, the result would be, in my opinion, catastrophic. However, unless we trustees fulfill those responsibilities which are ours both legally and morally, an increasing number of people will accept the views of the Princeton students. Unless all of our institutions become governed by effective boards consisting of

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[2]John J. Corson, "The Board of Trustees—Necessity or Anachronism?" *Association of Governing Boards Report*, Vol. 15, No. 9, July-August 1973, pp. 4-11.

[3]*The Governing of Princeton University*, Final Report of the Special Committee on the Structure of the University (1970).

trustees who fully understand and carry out their responsibilities there is every possibility that lay governing boards will become as extinct as the dinosaur.

ADDENDA

JACKSON COMMUNITY COLLEGE MISSION STATEMENT

Mission

Jackson Community College shall promote the educational advancement of the total community within the College service area.

The College shall offer educational experiences designed to promote maximum development of each student's potential throughout his lifetime; further, the College shall encourage and provide career education based upon individual choice.

The College shall actively involve individuals and groups in its programs of instruction, cultural activities, guidance and library services as well as student activities.

Through the free and open exchange of ideas, the College shall provide intellectual experiences which add meaning, scope, richness and interest to the life of each student.

The College shall provide educational opportunity, services and facilities to accomplish the mission of the College within its financial and personnel limitations.

Related Objectives

1. Offering guidance and financial aid services, including testing necessary to enable students to discover and follow suitable preparation for chosen careers, and to detect errors or deficiencies in earlier preparation for these careers, and to encourage students to make the best use of their aptitudes and interests.
2. Providing fully accredited instruction.
3. Providing the first two years of instruction for students who wish to transfer college credit and pursue their education in other institutions.
4. Providing instruction in a variety of careers to the level required for responsible employment such as instruction approved for apprenticeship, journeymen and fulltime trade, health and other occupational programs.

5. Providing instruction and experiences intended to promote better understanding of human nature, of the history and principles of human society and of ethical conduct. Also offered is the opportunity of exploring man's relationship to his environment and preparation for responsible citizenship and family life.
6. Maintaining a program of preparatory and developmental courses to enable students who may or may not have completed high school to continue successfully in general, occupational, or transfer curricula.
7. Maintaining a core program of general education courses and a variety of enrichment courses.
8. Welcoming students from various racial, national, language, religious, economic and social backgrounds, and fostering the opportunity to acquire an understanding of the diversity of an open and pluralistic society.
9. Encouraging, supporting and cooperating with educational units, civic groups, foundations, private individuals, government agencies and corporations in endeavors likely to result in advantage to the community.
10. Promoting, facilitating, and coordinating the offerings in the community, of university extension courses for advanced credit.
11. Offering a program of activities under responsible supervision providing students experience in working together, performing in public, developing leadership qualities, creativity, physical and mental skills.
12. Contributing to and promoting the cultural, intellectual, and social and economic life of residents of the community and the development of avocational interest.
13. Fostering an environment conducive to making optimum progress toward the previously stated objectives.
14. Maintaining a sound management approach to enhance and facilitate the programs of the College.

TRUSTEE PERFORMANCE STANDARDS[1]

By
Robert E. Lahti

John J. Corson, consultant, corporate director and author on college governance, recently stated, "If boards of trustees are in fact responsible for all that goes on within the institution, their practices will have to be equal to the increased accountability expected of them."[2] In the same article, Corson prescribed that trustees keep their noses in the operation of an institution, but their fingers out. Additionally, he counseled that a board should not attempt to operate the institution, but instead should monitor and give direction, recognizing that there is a vital distinction between operation and direction.

Trusteeship today is perhaps a more vital institutional component than ever before. Its importance is underscored under present circumstances where higher education's purposes are being questioned, independence on the campus is being eroded by the state, and on-campus conflicts between faculty, students and administration about governance are still apparent.

The question of how trustees arrive in their positions is not really as important as their qualifications for being there and their performance after assuming the role. Many trustees, like college administrators, come to the job without ever having been exposed to or directly involved in the operation of a board. Or, if there has been exposure or involvement, there appears to be a large gap between what is known and what is applied in the management and trusteeship of higher educational organizations.

Acknowledging that trusteeship and managerial leadership in higher education are being challenged more than ever before, it is of paramount importance that respective roles and responsibilities are clear and there is some standard against which to judge performance. The dynamics of an effective chief executive officer, an effective board chairman and a properly performing board are complex and challenging. These relationships are fundamental to the maintenance of an effective organization.

The educational manager today, more than ever before, needs to be better skilled managerially, with proper support from the policy-making trustees, in order to respond to the accountabilities being demanded

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[1]Robert E. Lahti, *Innovative College Management*, Jossey-Bass, Inc., Fall, 1973. Reprinted with permission.

[2]John J. Corson, "The Board of Trustees—Necessity or Anachronism?" *Association of Governing Boards Report*, Vol. 15, No. 9, July-August, 1973, pp. 4-11.

by the public. The entire constituency of a college—faculty, students, administrators and staff—must understand and acknowledge their proper roles, with the board allocating decision-making authority in accordance with competence and responsibility. The board which will be most effective in providing this leadership is the one which carries out its own role against some acknowledged standards.

It is with empathy that this author offers performance standards for a board chairman and board members against which they may better judge their effectiveness. Having served on many boards of trustees where no performance standards were apparent, the author offers these guidelines for the purpose of stimulating greater board accountability. The term "performance standard" as used here is defined as "a condition which should exist when a job has been properly accomplished."

Performance Standards for Boards of Trustees

1. To approve a clearly-written statement of purposes for which the organization exists.
2. To develop written statements of the powers of the board of trustees and the duties and responsibilities interpreted from state statute or charter.
3. To establish college policies consistent with the law as the board may deem best in meeting the purposes of the college.
4. To develop a code of ethics for individual trustee behavior.
5. To develop and approve a contemporary set of by-laws covering such topics as *legal basis and authority, elections, membership* (number and terms, qualifications, geographical distribution, nominations, authority for filling vacancies), *organization* (annual meeting, officers, consultants to the board, committee structure, if any), *meetings* (regular, special, preparation for meetings, order of business, preliminary procedures, authority to conduct business, citizen participation, quorum).
6. To develop and execute, on a regular basis, a plan for evaluating the impact of board policies as well as for updating the policies.
7. To appoint a president in whom they have confidence and who will continue to enjoy the support of the board.
8. To define the position of the president in a formal job description.
9. To agree on a general succession plan or a planned approach for filling the president's position.
10. To establish a standard of performance for the president which is agreed to by the board and the president.
11. To call for and approve a specific long-range plan for meeting the objectives of the college.

12. To devise and implement a plan for the regular evaluation of the board of trustees.
13. To call for evaluation systems throughout the organization which will identify individual performance, thus allowing appropriate rewards for various performance levels.
14. To agree on the job description for the chairman of the board.
15. To delineate the number and type, the duties and responsibilities, the objectives and performance schedule for each board committee or task force.
16. To set up a system of staff support for individual trustees, particularly the chairman of the board, through the office of the president.
17. To establish a procedure for the identification and acknowledgment of individual board member strengths and weaknesses in order to accomplish a balanced selection process should a vacancy occur on the board of trustees unexpectedly.
18. To design and implement an orientation program for new trustees and a system for evaluating its effectiveness.
19. To prepare and approve a job description for board members.
20. To define and agree upon the distinction between outstanding policy statements and statements of procedure utilized in implementing policy.
21. To carry out with sensitivity the role of representing the institution to its public while at the same time recognizing the need for representing the public to the institution, but in all cases serve as a timely and appropriate buffer to the institution in time of need.

In summary, the concept of an impartial board as the ultimate protector of the long-range welfare of an institution is still sound. The board, as an agent of change, must not be divided by individual interests or special missions. It must serve as a buffer, an internal arbiter neutral within itself, in order to meet the challenges of the job. Performance standards should help.

TRUSTEE SELF-EVALUATION

YES	NO		
____	____	1.	I have attended at least 80% of regular and called meetings.
____	____	2.	I have actively participated in at least 80% of regular and called meetings.
____	____	3.	I have participated in Board and College assignments when asked.
____	____	4.	I have maintained a constructive attitude toward the improvement of the college.
____	____	5.	I have been flexible toward the acceptance of new ideas and the impact of changing times.
____	____	6.	I have supported the majority decisions of the Board.
____	____	7.	I have adhered to the general structure of parliamentary procedure.
____	____	8.	I have attended college related activities.
____	____	9.	I have participated in trustee organizations whose activities relate to my duties and responsibilities.
____	____	10.	I have recognized and observed my role as a policy maker and left administration to the president and staff.
____	____	11.	I have reviewed appropriate sources of information prior to decision-making when possible.
____	____	12.	I have recognized the number one priority is the student.
____	____	13.	I have visited with colleagues and institutions to increase my effectiveness.
____	____	14.	I have exercised discretion in dealing with sensitive matters.
____	____	15.	I have reviewed the audit.
____	____	16.	In all decisions relating to the expenditure of monies, I have reviewed the financial reports in order to secure the maximum benefits in the most efficient manner.
____	____	17.	I have reviewed the position of president as a means to contract accordingly.

18. I have made a continuous effort to observe the Code of Ethics.

19. I have evaluated my role and performance as a trustee this year as a means to become more effective next year.

20. I have kept informed on college affairs and activities.

A JOB DESCRIPTION FOR THE INDIVIDUAL TRUSTEE

A trustee must be possessed of a sincere desire to provide a public service to others and to sacrifice his own needs if necessary in order to carry out the legal, ethical and moral obligations of a trustee.

A trustee must be willing to freely donate many hundreds of hours per year in serving the educational and social needs of his constituents with little or no compensation to himself.

On the other hand, if an individual believes that by serving the needs of others he can obtain greater life fulfillment, then he can expect to receive many satisfactions that no amount of wealth could have purchased.

An individual trustee should:

1. represent as broad a cross section of the community as he is capable of achieving.
2. not participate in any meeting outside of a legal assembly of the board in which matters of board substance are discussed.
3. not speak for the board unless delegated by the board to do so.
4. interpret the college to the community and interpret the needs of the community to the rest of the board.
5. view the community college as an important and co-equal partner in the area of post-secondary higher education and not as an extension of the high school.
6. relate to the people in the district the financial needs of the college and support all efforts for sound financial backing.
7. represent the college, its aspiration, its students and the taxpayer.
8. participate in board meetings with regular and prompt attendance.
9. review all board materials sent out in advance of the board meeting so that he can intelligently participate in board decision-making.
10. insist that no action be taken on items entered on the agenda for which prior information and advance notice have not been supplied.
11. insist that board meetings start on time, are efficiently organized and effectively chaired.
12. accept responsibility to take a position on all board matters—to either accept, modify or reject.
13. attend social functions at the college and keep informed about student activities.

14. spend some time in cross sharing experience and ideas with trustees from other boards. This can be done by attending a state meeting of trustees (and possibly administrators) at least once a year, a regional meeting at least once every two years and a national meeting at least once every three years.
15. understand that it takes a wise trustee to socialize with members of the faculty. Either may become suspect to the peers of the other in believing that otherwise private information is inadvertently escaping.
16. obtain the support and acceptance by the trustee's family and his employer as well, that the job of a trustee is time consuming.
17. become actively involved in and supportive of political activity at the local, state and national level concerning laws and funding activities pertaining to community colleges.
18. serve not more than ten years of uninterrupted service on a board. "Retired" members should become prime candidates for election or appointment to state and national boards concerned with higher education.
19. do not dominate board meetings by presenting prolonged points of view.
20. be available for service on standing or ad hoc committees at the college.
21. never lose one's temper during a public board meeting, to be tolerant of the opinions of others, but vote one's convictions even though they may be unpopular.
22. keep confidential all information and discussion conducted during executive sessions.
23. do not visit the campus in order to talk with students, faculty and administrators without first notifying the chief executive.
24. evaluate the effectiveness of himself as a trustee at least once each year.

Association of Community College Trustees

TRUSTEE ETHICS

Code of Ethics for Members of Community Colleges Boards of Trustees:

1. To devote time, thought, and study to the duties and responsibilities of a community college board member so that I may render effective and creditable service.
2. To work with my fellow board members in a spirit of harmony and cooperation in spite of differences of opinion that arise during vigorous debates of points of issue.
3. To base my personal decision upon all available facts in each situation; to vote my honest conviction in every case, unswayed by partisan bias of any kind; therefore, to abide by and uphold the final majority decision of the board.
4. To remember at all times that as an individual I have no legal authority outside the meetings of the board, and to conduct my relationships with the community college staff, the local citizenry, and all media of community on the basis of this fact.
5. To resist every temptation and outside pressure to use my position as a community college board member to benefit either myself or any other individual or agency apart from the total interest of the community college district.
6. To recognize that it is as important for the board to understand and evaluate the educational program of the community college as it is to plan for the business of college operation.
7. To bear in mind under all circumstances that the primary function of the board is to establish the policies by which the community college is to be administered, but that the administration of the educational program and the conduct of college business shall be left to the employed president of the community college and his/her professional and non-professional staff.
8. To welcome and encourage active cooperation by citizens, organizations, and the media of communication in the district with respect to establishing policy on current college operation and proposed future developments.
9. To support the state and national community college trustees association.
10. Finally, to strive step by step toward ideal conditions for the most effective community college board service to my community.

in a spirit of teamwork and devotion to public education as the greatest instrument for the preservation and the perpetuation of our representative democracy.

Illinois Association of School Boards
No. 225—March 3, 1964

REPORT CARD FOR COLLEGE TRUSTEES[1]

By

Francis C. Pray

College and university presidents spend a good deal of time evaluating the members of their boards of trustees. Perceptive trustees, faced with the problems involved in building boards adequate to the task of helping colleges and universities realize new aspirations, have also been known to look with a critical eye upon some of their colleagues. And many of both groups have been heard to wish they had a more systematic rating system that would enable them to let the facts speak unembarrassedly for themselves.

The following attempt to provide a rating procedure was suggested by a comment in a recent publication by the distinguished college consultant for *The Reader's Digest*, Paul H. Davis. Davis tells of the college trustee, impressed by the bewildering complexity of new kinds of pupil rating systems, who remarked, "Thank goodness there is no report card for trustees."

Well, now there is. It is a report card for rating the effectiveness of the trustees of Fordash College.[2] Paul H. Davis recently devised a "Test for Trustees,"[3] which asked ten specific questions designed to guide the effective development of college-trustee relationships and board effectiveness.

The report card approach focuses on the effectivensss of the individual on the board, the appropriateness and effectiveness of his service.[4]

It is hoped that an honest and objective measurement of each trustee against the criteria on this report card may assist the board members themselves and the college or university president to make individual judgments of value as they work to contsitute the strongest board possible in terms of the institution's objectives.

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[1]Reprinted with permission of Arthur C. Frantzreb.

[2]The name "Fordash College" will be recognized by many readers as a reversal of the syllables in the name of another and now well-known mythical institution, Ashford College, around whose experience Sidney G. Tickton built his presentation of the case for financial planning embodied in his booklet *Needed: A Ten-Year College Budget* (New York: Fund for the Advancement of Education, 1961).

[3]In *College and University Journal*, Winter, 1962, American College Public Relations Association (now CASE: Council for Advancement and Support of Education), One Dupont Circle, Washington, D.C. 20036.

A more general discussion of the problems of organizing the board for maximum service to the college or university is contained in another article, by the present author, "The New Trusteemanship," *College and University Journal*, Spring 1963.

[4]The score for this report card has not yet been "standardized," but it is suggested that a reasonably effective trustee should score at least 100 out of a possible 140, and that chairmen should score about 115 out of a possible 160.

TRUSTEE REPORT CARD
FORDASH COLLEGE

Note. Use sliding scale of points between arbitrary levels noted, if trustee performance does not fit point definitions provided.

Name _____

Date joined Board _____

Assignment on Board _____

Term, Class, or Category _____

_____

1. Suitability As Trustee

(Total possible, 20 points.) _____

20 pts. Fulfills an important role on the Board of Trustees. Represents in his own background a pertinent high degree of competence and experience and/or is in a position of unique influence with others critically important to the success of the institution. (These qualities do not merely duplicate, in a substantially lesser way, those possessed by other members of the Board.) Membership on the Board contributes to the rounding-out, in a major way, of the total trustee complex of strengths, abilities, and experience deemed necessary for major progress of the institution.

12 pts. To a lesser degree meets criteria above but is not of optimum strength within the probable availability of such strength to the institution.

4 pts. Of some value as a member of the Board but largely duplicative of stronger relationships held by others and of areas of interest and competence represented by stronger members. Substantially below level of strength, competence, and experience of others conceivably available for Board membership.

0 pts. On a realistic basis, must be largely discounted as having any significant degree of ability to contribute to soundness of Board decisions or effectiveness of Board actions.

2. General Preparation As Trustee

(Total possible, 20 points.) _____

20 pts. Has briefed himself well on the institution's problems and needs. Visits campus. Has visited classes. Knows some faculty and students. Has visited other campuses and/or discussed problems with trustees of other institutions. Knows the institu-

tion's history, philosophy, and plans. Endeavors to keep abreast of national trends in education. Understands function of trustee—to guide policy, establish effective management, keep out of administration, and assist institution's growth.

12 pts. Generally knows the institution's philosophy and problems. Has conducted some independent self-education as trustee. Keeps up fairly well with general educational problems and problems of the institution. Understands role of trustee.

4 pts. Little knowledge but some interest in general problems of higher education. Only sporadic interest in self-briefing.

0 pts. Almost no knowledge of, and little demonstration of interest in, general problems of higher education or duties and opportunities and responsibilities of trusteeship.

3. Specific Preparation For Action As Trustee

*(Total possible, 20 points.)*_____

20 pts. Thoroughly prepares himself for trustee meetings. Has studied and understands reports and background materials. Asks probing and insightful questions at meetings, focused on policy. Demands and gets information necessary for major decisions.

12 pts. Generally prepared for discussion of problems at meetings. Has read briefing materials supplied by administration and participates intelligently and constructively in discussion in a manner showing some prior thought and consideration.

4 pts. Some, but little, evidence of study of problems prior to meetings. Willingness to let most of leadership fall to others.

0 pts. No evidence of prior preparation for trustee meetings. Discussion participation, if any, often negative and unhelpful.

4. Ambassadorship

*(Total possible, 20 points.)*_____

20 pts. Enthusiastic spokesman for purposes of college. Speaks often and with knowledge of the institution to others. Often uses contacts on behalf of the institution. Suggests ways he can use contacts on behalf of specific programs.

12 pts. Friendly. Occasionally uses own contacts on behalf of the institution. Mentions it constructively to others.

0 pts. Apathetic. No evidence of active ambassadorship.

5. Participation in Development Program of the College

*(Total possible, 20 points.)*_____

20 pts. Makes own financial contribution in amount meaningful in

terms of own resources. Active in planning, helps identify prospects for development program, and, where possible, personally helps win financial support of others, through direct and indirect personal participation. Has made arrangements for long-range gifts.

12 pts. Makes meaningful financial contribution. Occasionally helps enlist aid of others.

4 pts. Nominal financial contribution. Little or no personal participation in program.

0 pts. Does not participate even nominally in financial support program.

6. Committee Activity

*(Total possible, 20 points.)*_____

20 pts. Serves usefully on one important committee and is active on committee assignments. Suggests ideas. Carries out duties. Uses own abilities and influence constructively.

12 pts. Nominally loyal to committee responsibilities. Carries out some duties.

4 pts. Attends committee meetings fairly regularly. Little or no activity outside of meetings.

0 pts. Little or no activity or sense of responsibility in committee assignment, or refuses committee assignment.

7. Attendance

*(Total possible, 20 points.)*_____

A. Board Meetings	B. Committee Meetings
10 pts. Attends all or has valid excuse. Shows interest in attending and makes effort to do so.	*10 pts.* same criteria
6 pts. Attends majority of meetings or has valid excuse.	*6 pts.* same criteria
2 pts. Sporadic attendance.	*2 pts.* same criteria
0 pts. Poor attendance; no valid excuses.	*0 pts.* same criteria

8. For Chairman of Board or Chairman of Board Committees

*(Total possible, 20 points.)*_____

20 pts. Prepares carefully for meetings. Insists that reports from and by administration are properly prepared and to the point. Clearly distinguishes between material for information only and that

which requires action. Keeps emphasis on major policy matters. Insists summaries and visuals are available where interpretation will be aided thereby. Considers with president or appropriate administrative officer (in case of committee chairman) the broad problems of trustee information and motivation and endeavors to make each meeting an interesting and (hopefully) exciting experience.

12 pts. Adequate moderator and some (but not extensive) interest in considerations noted above.

4 pts. Adequate moderator, but little interest in facing problems of Board management and trustee motivation.

0 pts. Moderator only, but little, if any, other participation. Leaves most of problems to the president. Does not encourage and motivate trustee participation in policy decisions, or exercise leadership in motivation of trustee interest.

9. Special Service

*(Total possible varies.)*_____

If service of trustee in a single special significant way is of vital importance to the college, even though scores in other areas are low, a special score may be added here. In other words, a rare special situation might arise where attendance at Board meetings is realistically difficult, but where a trustee relationship makes possible distinguished service of a nature not easily had by the institution from another person who would also serve more usefully in normal trustee relationships. In this case, a special score might be given here to override the deficit in one or more of the other above categories where lack of score is to be forgiven because of the special service.

Note, however, that if this service would occur or be available whether or not the individual is a member of the Board, no credit should be given here as trustee.

Report Card Summary

Name of Trustee: _____ *Points*

Suitability as Trustee	_____
General Preparation	_____
Specific Preparation	_____
Ambassadorship	_____
Participation in Development	_____
Committee Activity	_____
Attendance _____	_____
Total (100 is passing)	_____
Chairman	_____
Total (115 is passing)	_____
Special Service (see Report Card)	_____

Evaluations:

- ☐ Excellent (115 or more points)
- ☐ Good (100-115 points)
- ☐ Fair (60-100 points)
- ☐ Poor (22-60 points)
- ☐ Hopeless (under 22 points)

Mr. Pray, formerly a partner and Chairman of the Board of Frantzreb, Pray, Ferner & Thompson, Inc., is an educator with a lifetime of experience in the problems of college and university development, trustee leadership, and top administration problems.

As Vice President (1958-1965) of the Council for Financial Aid to Education, New York, he directed 30 development institutes attended by presidents and trustees of more than 1300 colleges and universities.

Earlier he was active in public and government relations, alumni funds, foundation and corporation relations at the University of Massachusetts, Union College (N.Y.), Hofstra University, and the University of Pittsburgh.

A former president of the American College Public Relations Association, he is widely known as a speaker and author of many articles on educational planning and development problems, trustee organization, motivation for philanthropy, etc.

Now retired, Mr. Pray lives in Clearwater, Florida.

This article is as pertinent today as when it first appeared in the Summer 1964 issue of *The Educational Record*, published by the American Council on Education, Washington, D.C. The original supply of reprints has long been exhausted in response to requests by colleges and universities. Continuing requests have led Arthur C. Frantzreb to make it available again to institutions that find it useful in their trustee programs.

Copies may be ordered from Arthur C. Frantzreb, Inc., 6233 Kellogg Drive, McLean, Virginia 22101. Price of the first copy is $1.50; each additional copy ordered at the same time, $1.00.

CHAPTER 2

The Trustee And The Board

A community college trustee has no legal authority for the college. A community college trustee is a member of the board that has legal authority for the governance of the college. A trustee must never lose sight of the fact that he is only one member of the board. While an individual trustee can have significant impact on the successful operation of the college, an individual trustee can also be the cause of the college operating unsuccessfully. Thus, the ultimate success of the college depends on how well the entire board functions.

Board By-Laws

Every board of trustees must have basic rules that govern its operation. While *Robert's Rules of Order* can provide solutions to most procedural matters, it cannot answer all questions which may arise regarding the conduct of board business. For example, what degree of public participation is allowed at the board meeting? How are special meetings of the board called? Where are the board meetings to be held? What committees of the board are to be established? What rules of order are to govern board meetings?

The last question may seem inconsistent with prior statements about *Robert's Rules of Order*. However, no board is required to follow *Robert's Rules of Order* unless it is either required by state law or by board action.

The solution to these questions is a good set of board by-laws. One of the first actions taken by a board of a newly created community college district should be to prepare and adopt a set of board by-laws. The by-laws of the Jackson Community College Board follow this

chapter. Once adopted the by-laws should be periodically reviewed by the Board.

Robert's Rules of Order

While a Board may adopt whatever rules of order it desires, the customary and accepted practice is to use *Robert's Rules of Order* except where they are inconsistent with the board by-laws or any applicable law. The latest edition is *Robert's Rules of Order Newly Revised*. While *Robert's* expressly provides that the latest edition governs even where the board by-laws refers to an earlier edition, it is best to provide in the by-laws that the latest edition applies.

Most community college boards have under 12 members. Very few trustees are aware of the fact that *Robert's Rules of Order* provides for a special procedure in small boards. Small boards are defined as those with not more than about a dozen members. The rules for small boards differ from the regular rules in the following respects:

1. Members are not required to obtain the floor before making motions or speaking.
2. Motions need not be seconded.
3. There is no limit to the number of times a member can speak to a question and motions to close or limit debate generally should not be entertained.
4. Informal discussion of a subject is permitted while no motion is pending.
5. Sometimes, when a proposal is perfectly clear to all present, a vote can be taken without a motion having been introduced.
6. The chairman can speak in discussion without leaving the chair.
7. Subject to rule or custom within a particular board the chairman can make motions and usually votes on all questions.

Unlike a board member of a private entity, a trustee has a public responsibility. All community college trustees were elected or appointed to represent the public in the governance of the institution. A chairman who fails to vote on questions just because he is presiding at the meeting fails to carry out his public trust.

There are many actions taken by a board which are either unnecessary or improper. For example, no roll call need be taken. The chairman can merely state for the record the names of the trustees absent. Minutes of the previous meeting do not have to be read by the secretary if they have been prepared and mailed to all board members in advance of the meeting.

While not improper, it is unnecessary to make a motion to approve the minutes. The chairman should ask if there are any corrections. If there are none, the chairman can state "The minutes are approved as

printed." If a trustee offers a correction and there are no objections to the correction, the chairman can state "The minutes are approved as printed and corrected." Only if a correction is offered and there is an objection to the proposed correction must a motion be made and a vote taken.

Many boards routinely approve the treasurer's or financial report. This is improper. No action should be taken on a financial report except the report of the auditors which could be accepted, not approved.

Some boards approve the previous month's bills for payment. This is unnecessary. When the Board adopts a budget it is authorizing the administration to make expenditures within that budget. Consequently, as long as the monthly bills are within the adopted budget there is no need for the board to approve them. Only if an expenditure exceeds the budget is board approval necessary. To keep the board advised of major expenditures the financial report given at our monthly board meeting contains a list of all checks in excess of $300 written during the month with an explanation for each such check.

Probably the most misused motion is the motion to table. According to *Robert's Rules of Order* a motion to table has only one limited purpose. That purpose is to temporarily put aside further consideration of an item for the purpose of taking up a more pressing item of business. After the more pressing item has been disposed of the previous item should then be removed from the table for further consideration.

Frequently the motion to table is used to kill a proposal without bringing it to a formal vote. This is an improper use of the motion to table. For that purpose the appropriate motion is a motion to postpone indefinitely.

The motion to table is also frequently misused for the purpose of delaying consideration of an item until a later meeting. The proper motion to accomplish this purpose is the motion to postpone definitely, also called a motion to postpone to a certain time.

Board Officers

Generally, boards have four officers: chairman, vice chairman, secretary and treasurer. I urge boards to consider the establishment of at least two additional offices—assistant secretary and assistant treasurer.

The responsibilities of the various offices are generally understood by most people who have been involved in organizations of any type. Therefore, no purpose would be served by setting forth the obvious here. However, the board by-laws should spell out the duties of the respective offices even if everyone understands those duties.

An effective board chairman can provide political leadership for the board. A strong board chairman who understands his role and relation to that of the president's can be a tremendous asset to the institution.

On the other hand, a strong board chairman who does not understand his role can be a major liability to the institution.

I am opposed to rotating the chairmanship. It is naive to pretend that all board members are equally effective as leaders. If the sole responsibility of the chairman is to preside at board meetings rotation of the chairmanship will generally work. However, more and more boards are demanding the chairman exercise many other responsibilities. Most of these responsibilities require strong leadership if they are to be carried out effectively.

Generally the secretary is expected to take the minutes of the meetings of any organization. However, as any secretary or former secretary can attest, the taking of minutes during a meeting generally removes the secretary from the discussion and debate. Again, when trustees are elected or appointed it is expected that each trustee will participate fully in the formulation of board policy and other decision made by the board. Thus, I strongly urge trustees not to take the minutes of a board meeting. This can be handled two ways.

The board may elect a non-trustee as secretary. However, this means the non-trustee will also sign many legal documents on behalf of the college. While it is not mandatory, I believe that documents such as bonds, deeds, etc. are more appropriately signed by a trustee.

The alternative is to elect an assistant secretary who takes the minutes. This is the procedure we have followed. Currently, the assistant to the president also serves as assistant secretary to the board. Even though the assistant secretary takes the minutes, they are actually signed by the secretary, who is a trustee.

A similar situation arises with the office of treasurer. Trustees frequently serve as treasurer and give the financial report at the board meeting. When questioned as to details of the report, however, these trustees inevitably have to defer to the president or chief financial administrator.

Again, a solution to the problem is to designate the chief financial officer as treasurer. However, like the secretary, the treasurer is frequently called upon to execute documents which I feel are more appropriately signed by a trustee. At Jackson Community College we elect a trustee as treasurer but then elect our vice president for business affairs as assistant treasurer. He gives the financial report at the board meetings and answers questions from the board regarding the reports.

Board Policy Manual

Most trustees would accept without question the principle that all board policies should be reduced to writing and adopted formally by the board. However, I suspect if most boards gave careful thought to the matter they would find some policies of the board which have never been reduced to writing or formally adopted. If there are some

in your college, the situation should be remedied immediately.

After a board adopts a policy it should not be buried in the minutes. A board which has been in existence for many years has hundreds of pages of minutes which one must sift through in order to find when the board adopted a particular policy and the details of that policy.

The solution is quite simple—a board policy manual. A policy manual represents a codification of all policies adopted by the board. If you do not have a board policy manual, I urge you to make this a high priority. Assign an administrator to review the minutes of all board meetings since the establishment of the district and pull out any policy established by the board. Those policies which have been repealed can, of course, be ignored.

All policies still in effect should be codified. A table of contents of the Jackson Community College Board Policy Manual follows this chapter. The manual should be looseleaf so that as new policies are adopted or existing policies repealed or modified the changes can readily be made in the manual. Not only should the policy be set forth but the date the policy was adopted as well as the dates of all amendments should be noted in the manual.

In addition to board policies our manual includes the provisions of the Michigan Constitution relating to community colleges, the Community College enabling act and the board by-laws. Also, such items as the administrative manual, faculty manual, student handbook and collective bargaining agreement with the faculty union are contained in the manual as appendixes. A well indexed board policy manual is one of the most effective tools that a trustee can have. You will find yourself consulting it frequently.

Board Committees

Should a board of trustees have standing committees? I believe, as a rule of thumb, that boards with nine or less members should not have standing committees. If the board consists of fifteen or more people I believe standing committees normally serve a useful purpose. Those boards consisting of ten to fourteen trustees may or may not benefit from standing committees depending on the nature of the board.

Since the overwhelming majority of community college boards in the United States consist of nine or less members, board standing committees should be a rarity. However, under certain circumstances an ad hoc committee of the board may be desirable. A special problem may require appointment of an ad hoc committee, particularly if the study and resolution of the problem may take more time than the entire board wishes to devote to the subject. If the board creates an ad hoc committee it should also provide that committee with its charge and the time frame within which the committee is to fulfill that charge. This enables the committee to understand what it is to do and also

limits the committee to the responsibility delegated to it by the board. Appointment of committee members should be by the board chairman.

The closest our board comes to standing committees are the negotiations back-up team and the development committee. However, these are not technically board committees. The negotiations back-up team consists of three board members, the president and vice president for instruction. It does not actually negotiate with the faculty union but provides the direction for the negotiating team. Its role is more fully explained in a subsequent chapter.

The development committee advises the college's development office on fund raising and public relations activities. It consists of three trustees – the president, the assistant to the president, the director of development, the director of public information and five community leaders who are otherwise not connected with the institution. There are other institutional committees on which one or two trustees serve.

The greatest danger to standing committees is the information and expertise the committee has in its area which is not shared by the rest of the board. Ultimately, a standing committee may in fact be making the decisions in its particular area and having them rubber stamped by the full board. I believe the best committee is a committee of the whole. This enables all board members to have the opportunity to receive the same information and achieve the same expertise in those areas of board responsibility.

As I mentioned elsewhere, the effective community college board is one where each trustee has complete trust of and respect for every other member of the board. Although not an absolute necessity, mutual affection is also a valuable ingredient in that relationship. A board that combines respect, faith and affection with good board organization, capable board officers, and proper board procedures is a truly effective community college board.

ADDENDA

A JOB DESCRIPTION FOR THE BOARD OF TRUSTEES

A board of trustees must in every way meet the state and local legal requirements that qualifies a board to operate under the law.

Its membership should be composed of a representative body which will reflect the social, ethnic, economic makeup, age and geographic distribution of the community. The board should also include females.

The public image of the board should be one of unity and commitment in carrying out the goals, philosophy and objectives of the college. The board should continue to identify new and emerging educational and social needs of the community and strive to reassess the resources of the college district to continually change in order to meet those needs.

Additionally, a board of trustees should:

1. employ the most competent chief administrator that the district can find and afford.
2. draft a job description and job objectives for the chief executive and use these as tools of evaluation.
3. evaluate the effectiveness of the chief executive on a yearly basis.
4. require that the chief executive continually bring before the board information from the institution. On the other hand the board should bring in information from the beneficiary group. Together they should bring about meaningful change and a more viable educational program.
5. never hold a board meeting without the chief executive being present.
6. there should never be more than one chief executive directly responsible to the board.
7. support the chief executive in the implementation of policy or replace him.
8. insure that all college problems, both personnel and otherwise, are channeled through the college president for action and recommendation to the board.
9. establish a comprehensive set of policies to govern the college district and hold the chief executive accountable for their implementation.

10. always provide available copies of the board agenda to the press and other news media and post the agenda well in advance of each board meeting. News media should always be informed of special meetings called by the board.
11. allow time on the agenda throughout the year for reports to be made by representatives from student government, the various divisions or departments in the college and from citizen groups in the community.
12. insure that all deliberations of the board prior to voting are carried out in open and public meetings (exceptions: personnel matters, salary negotiations, sale or purchase of real estate and preliminary student disciplinary action).
13. we suggest that no one person is indispensable. The chairmanship of the board should rotate to other members on a fairly periodic basis. This does not necessarily mean to every board member, but certainly to more than one.
14. limit the amount of time devoted to administrative details. Concentrate instead on discussions of policy, growth, direction, evaluation, philosophy, finances, community needs, accountability and other priorities.
15. allow time at each board meeting for audience participation on the agenda. Out of courtesy, that time should not always be left to the end of the agenda.
16. conduct intensive new trustee orientation programs for all new trustees. This should be done by both the college president and the chairman of the board.
17. insist that a fellow trustee from your region serve on any accreditation team visitation if the effectiveness of the local governing board is to be included in the accrediting report.
18. serve as a board of appeals after all other recourse (via the route of due process) have been exhausted.
19. go into executive session at least once each year for the purpose of evaluation.
20. keep up-to-date about changes and trends in post-secondary education by reading newsletters and/or post-secondary education journals at least once each month.
21. have completed and updated yearly, a ten-year long range planning program.
22. provide for "retreats" or other social occasions for trustees, administrators and faculty members to get together as a group.
23. actively work in the district to promote passage of millage, bonds or tax overrides that have been recommended by the board.
24. do not cross the gray line between policy making and policy implementation.

25. see to it that middle management, instructors and students are properly evaluated.
26. periodically (at least yearly) evaluate the adequacy of the physical plant and provide the financial resources necessary for proper maintenance and, if necessary—expansion.
27. assure the district citizenry that the college facilities are available for use by all citizens—not just those enrolled as students. Programs to promote outside use are necessary.
28. insure that the college operates a public information service in order to "sell" the college to the district residents.
29. insist upon the use of community advisory committees in assisting the institution in recommending new courses and programs as well as evaluation of ongoing programs.
30. review, update and evaluate all written policies, the college philosophy, goals and objectives on a yearly basis and measure progress towards achieving those ends.

Association of Community College Trustees

TEN COMMANDMENTS FOR TRUSTEES[1]

1. Don't conduct board meetings without the college president.
2. Don't have more than one person, the president, directly responsible to the board.
3. Don't solicit or encourage faculty gripes.
4. Don't become an advocate for someone seeking a job at the college.
5. Don't conduct personal investigations into charges of unfairness in some student's failure.
6. Don't act like a trustee except when you are meeting as a board or as a committee of the board.
7. Don't speak for the board except when authorized to do so by the board.
8. Refer questions pertaining to administration to the president of the college.
9. Don't form standing committees of the board.
10. Insist upon written policies.

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[1] *Community and Junior College Journal*, reprinted with permission.

BY-LAWS
BOARD OF TRUSTEES
JACKSON COMMUNITY COLLEGE,
JACKSON, MICHIGAN

1. **Officers**

   a. The organizational meeting for election of officers shall be held on the day and at the time prescribed by law.

   b. Officers shall be elected as prescribed by law. Each officer shall be elected by a majority of the members of the Board. The term of each officer shall be for a period of two years. Each officer shall perform the legal duties of the office and such other functions as are designated by the Board of Trustees.

2. **Duties of Officers**

   a. The *Chairman* of the Board shall have the usual powers. He shall appoint all committees unless otherwise ordered by the Board.

   b. The *Vice-Chairman* shall perform the duties of the Chairman in the absence of the Chairman. He shall perform other functions as designated by the Board.

   c. The *Treasurer* shall be empowered to authorize expenditure of funds and to perform other functions as designated by the Board. He shall furnish a bond in compliance with State law.

   d. The *Secretary* shall sign all legal documents as authorized by the Board.

   e. The *Assistant Treasurer* shall receive, hold in custody, and expend all funds as directed by the Board.

   f. The *Assistant Secretary* shall keep record of all meetings, post all legal notices, prepare all legal documents, and perform such other duties as may be prescribed.

3. **Removal of Officers**

   Any officer of the Board may be removed for cause by resolution of a majority of the Board at a regular monthly meeting and the item must appear on the agenda for that meeting.

4. Meetings

a. *Regular Meetings*

Regular meetings of the Board of Trustees shall be held in Room 204, Bert H. Walker Hall at 2111 Emmons Road on the second Monday of each month at 7:30 o'clock p.m., and no further notice of such meetings shall be required to be given to the members of the Board.

b. *Special Meetings*

Special meetings of the Board of Trustees may be called by the Chairman of the Board, or any member thereof, by serving on the other members a written notice of the time and place of such meetings.

Service of the notices shall be by:

(1) Delivering the notices to the members personally at least twenty-four (24) hours before such meeting is to take place; or

(2) Leaving the same at the member's residence at least twenty-four (24) hours before such meeting is to take place; or

(3) Depositing the same in a government mail receptacle enclosed in a sealed envelope plainly addressed to such member at his last known residence address at least forty-eight (48) hours before such meeting is to take place.

Service as above prescribed may be made by a member of the Board, the Secretary of the Board, or any employee of the Board.

c. *Place of Meetings*

All meetings of the Board will be held within the College District.

d. *Adjourned Meetings*

Any legal meetings of the Board may be adjourned to a specific time and place. Only items on the agenda of the meeting adjourned may be acted upon at the adjourned meeting.

e. *Time Limit*

The time of regular meetings of the Board of Trustees shall be limited to approximately two hours. Items on the agenda requiring extended deliberation shall be taken up at adjourned or special meetings.

5 **Committees of the Board**

a. *Standing*

The Board of Trustees shall have no standing committees.

b. *Special Committees*

The Board of Trustees shall authorize such special committees as are deemed necessary. A special committee shall report recommendations to the Board for appropriate action. A special committee shall be dissolved when its report is accepted by the Board.

6 **Minutes of Proceedings**

a. Minutes of the proceedings of the Board of the previous meeting shall be prepared by the Secretary and mailed, or delivered, to the members at least 48 hours before the time of the next regular meeting.

b. The minutes of the preceding meeting(s) shall be approved by the Board and signed by the Chairman and the Secretary.

c. A copy of all motions shall be carefully recorded. The names of those who make motions, and those who vote yeas and nays shall be recorded.

d. The official minutes shall be bound and kept in the administrative offices of the college.

7 **Records Available**

All records of the Board of Trustees shall be available to citizens for inspection at the offices of the Board of Trustees during regular office hours.

8 **Quorum**

A majority of the Board of Trustees is a quorum, but no act is valid unless voted at a meeting of the Board by a majority vote of the members elect of the Board. Less than a quorum may adjourn to a future date.

9 **Compensation and Expenses**

No member of the Board of Trustees may receive any compensation for any services rendered the District. Expenses of Board members will be reimbursed when the expenses are authorized by the Board of Trustees.

10 **Transaction of Business**

The Board of Trustees shall transact all business at a legal meeting of the Board. No member of the Board of Trustees shall have power to act in the name of the Board outside of Board meetings.

11. **Order of Business**

a. Call to order
b. Roll call
c. Approval of minutes
d. Communications
e. Secretary's report
f. Treasurer's report
g. Unfinished business
h. New business
i. Report of administration
j. Other business
k. Adjournment

12. **Amendments**

These bylaws may be amended at a meeting of the Board by a majority of the members of the Board.

13. **Rules of Order**

The latest edition of Robert's Rules of Order shall goven the Board in its deliberations, except where it is inconsistent with these Bylaws or any applicable law. All members of the Board may vote on matters to be decided by the Board unless excused by law.

14 **Citizen Participation**

The Board of Trustees shall solicit the advice and counsel of citizens in planning and operating the College. Meetings of the Board of Trustees shall be open to the public. All citizens communications to the Board of Trustees shall be addressed to the Board of Trustees. Citizens who wish to present any matter of concern to the College shall make written request to the Secretary of the Board of Trustees at least 24 hours prior to the meeting. This shall come under other business. The Board may, in case of emergency, by majority vote, give visitors who have not presented a written request an opportunity to present matters of concern to the Board. The Chairman shall allot a visitor, at the appropriate time, not more than five minutes unless the time is increased or decreased by a majority of the Board.

TABLE OF CONTENTS

BOARD POLICY MANUAL
JACKSON COMMUNITY COLLEGE

Section Number	Section Title
0.00	Basic Law Governing the College
1.00	Organization, Purposes and Functions
2.00	Board of Trustees Procedures
3.00	Building and Site Policies
4.00	Instruction
5.00	Business Policies - Procedures
6.00	Tuition - Fees - Scholarships - Loans
7.00	Personnel
8.00	Students
9.00	College Relations
10.00	Reserved for Future Use
11.00	ADDENDUM - Physical Facilities - Property
12.00	ADDENDUM - Bonding - Tax Levy
13.00	ADDENDUM - Affiliations - Memberships

CHAPTER 3

The Trustee And The Board Chairman

What is the proper role of the chairman of the board of trustees? This is one of the unsettled questions in the community college movement. Another uncertainty involving the presiding officer of the board has arisen in recent years regarding the appropriate title for that position. As a result of the movement towards equal rights for women many organizations have changed the title to chairperson. At the risk of being considered a male chauvinist let me state my strong belief that the title "chairperson" is inappropriate. The title "chairman" historically did not carry a connotation of sex. Referring to the presiding officer as "Madam Chairman" was just as appropriate as "Mister Chairman."

Unlike the title, the role of the presiding officer of the Board does not have the same historical precedent. Many boards have expected the chairman to only fill the role of presiding officer at board meetings. The chairman is not allowed to fulfill any other leadership capacity. Normally, these boards rotate their chairman on a regular basis.

At the other extreme are boards where the chairman's role is almost identical to that of the Speaker of the United States House of Representatives. The chairman is the political leader of the board. The chairman is the spokesman for the board. In these colleges the board normally retains the board chairman as long as he or she is effectively filling the role as expected by the other members of the board and in such a manner as to serve the best interests of the college.

Probably the majority of community college boards fall some place between these two extremes in the role their chairman fills. The role

filled by the chairman is not solely to depend upon the expectations of the other members of the board. It is dependent, to a great extent, upon the ability and temperament of the person serving as chairman. Thus, it is possible for a board to go several years with a variety of new chairmen whose role is not much more than to preside at board meetings. Suddenly the board, with the same members, will select a strong chairman who fills the role of leader of the board on all matters.

Selection and Tenure of Board Chairman

I strongly oppose the custom followed by some boards of rotating the chairmanship among all board members. Even if the board expects its chairman to do nothing more than preside at board meetings it should be obvious to any observer that not all persons are capable of chairing a meeting. I have observed many extremely able persons who have effectively served as a member of a board or other organization who, when thrust into the position of presiding officer, have fallen flat on their face. They just do not have the knowledge of parliamentary procedure or the ability to chair a meeting. Admittedly, parliamentary procedure can be learned. However, I am convinced that the ability to chair a meeting is one which is as much inherited as acquired.

I recommend a board select its most capable leader as its chairman. The first requirement should be several years experience as a member of the college board. Obviously, in the case of a new college no board member will have this experience. Further, because of changes in board membership and lack of other necessary traits in experienced board members, occasionally the board of an older college will have to select a chairman without this experience. Several years experience on the board will provide the chairman with an understanding and knowledge of community colleges in general and his or her college in particular which is invaluable to a person serving as leader of the board.

The second trait a board chairman should possess is leadership ability. Leadership is a trait that is both inherited and acquired. For example, there is no better place a young man can acquire leadership ability than the Jaycees. The opportunities for leadership training are almost unlimited. A leader is one who knows how to work with and handle people. A leader does not have to serve as a dictator because he or she has the ability to make people want to follow their lead.

The third essential trait of a board chairman is the ability to chair a meeting. As I indicated previously, this involves not only a knowledge of parliamentary procedure but the ability to maintain effective control of the board meeting as a procedure in democracy rather than an experiment in anarchy.

There are several other traits which are desirable in a board chairman but not absolute necessities. For example, an effective speaking ability

will serve a chairman well who is called upon frequently to deliver a speech in the capacity of board chairman. Respect within the community is another desirable trait since the board chairman is frequently equated in the minds of many citizens as the board. If the chairman is expected to serve as more than just a presiding officer at board meetings, the availability of time is another important trait. I find as board chairman I spend approximately 20 hours fulfilling responsibilities of that position outside of board meetings for every hour I spend in a board meeting.

What should be the tenure of a board chairman? There is no justification, in my opinion, for arbitrarily limiting a board chairman to a single term of one or two years. Certainly, if the board chairman is not effectively fulfilling their role he or she should be replaced. Some boards arbitrarily limit the chairman to two or three terms. This is not as undesirable as the one term limit but I still do not believe any arbitrary limit is really justified.

If there are two or three board members who are approximately equal in their possession of the traits desirable in an effective board chairman, I recommend the chairmanship be changed periodically at approximately four to six year intervals. This assumes, of course, that all of the persons who possess the necessary and desirable traits are willing to serve as chairman.

On the other hand, if one member of the board clearly possesses a greater abundance of the desired traits, including availability of time, or the others possessing those traits are unwilling to accept the chairmanship, I believe under those circumstances there is no necessity to change chairmen. I know of one institution where the same person has served as chairman for 20 years and still retains the confidence and respect of the entire board. It is important, however, where the chairmanship remains with one individual over an extended period of time both the individual and the other members of the board constantly evaluate whether the chairman is limiting himself or herself to the appropriate role. In other words, is the chairman filling much of the role and responsibilities of the president? Has the chairman assumed the role of dictator rather than leader of the board? If either of these questions are answered in the affirmative, the chairman should be replaced.

The Chairman as Presiding Officer

Obviously one of the most important roles of a board chairman is to preside at meetings of the board. Presiding means the chairman must retain control of the meeting and see that it is operated in accordance with the by-laws and other rules of procedure adopted by the board. I have discussed in some depth board by-laws and parliamentary rules of procedure in the preceding chapter.

A chairman must keep the meeting moving. He must keep the

discussion relevant to the matter under consideration. He should do everything possible to minimize acrimony within the board. I believe the chairman has every right to participate in the discussion but should not attempt to dominate it. Finally, the chairman must know when meaningful discussion has been exhausted and be able to bring the matter to a vote without causing some members of the board to feel the chairman is being arbitrary.

One of the things I occasionally do as chairman is to frame the motion for the maker. Many trustees have no difficulty expressing their positions on matters but have difficulty putting those desires in the proper wording for a motion. Therefore, rather than the secretary putting down verbatim what the maker of a motion says I try to frame the motion in the appropriate language that carries out the intent of the maker. After framing the motion I ask the maker if I have stated his or her intent correctly. If so, the motion as stated by me, although made by another member of the board, is recorded in the minutes. Not only is this not resented by other board members but in fact is appreciated by them since I am extremely careful to express what I understand to be their intent even if I am opposed to the motion.

In the final analysis presiding at a board meeting is an art rather than a science. It involves an appreciation for and understanding of the dynamics that take place during the meeting. The chairman's goals should always be to expedite the meeting as quickly as possible and yet insure the opportunity for the fullest and freest discussion of all items being considered by the board. I find nothing more enjoyable than participating in an organization where the meeting is being conducted by a firm but fair hand of the chairman. I find nothing more frustrating or aggravating than participating in a meeting where the chairman is either a dictator or exercises no control whatsoever.

The Chairman and the President

The most delicate relationship that generally exists in the community college is that of the president and board chairman. This is particularly true where there is a strong board chairman. The relationship must be based upon mutual trust and confidence. Each must understand and appreciate not only their own role and responsibilities but those of the other party. The president should have a closer relationship with the chairman than the other trustees. Since it is impossible for the full board to meet at the drop of a hat the president will frequently consult with the chairman on important matters. This involves a risk of the other trustees feeling left out of the decision making process. However, good communication with the entire board should minimize this potential problem.

Approximately ten days before each regular board meeting I have lunch with the president. We review the proposed agenda for the meeting. We reach agreement on the items that should be included

on the agenda. The president shows me the proposed documentation he intends to include for each agenda item. I suggest additional documentation that I believe should be furnished or that I suspect one or more of the other board members will request at the meeting. I also try to anticipate the reaction of each of the board members to the recommendations of the president so that the president can be prepared to respond to any objections or concerns that are raised during the meeting. The agenda, together with accompanying documentation, is mailed to each board member a week prior to the meeting. Each trustee is requested to call either the president or myself in advance of the meeting if they have questions or require additional documentation. This eliminates surprises at the meeting.

There are certain matters between the board and president that should be undertaken only by the entire board or the chairman acting with the approval of the board. These include directions or instructions to the president, reprimands of the president for an act or omission and requests for information other than routine information. The president cannot be expected to take marching orders from several different individuals. He is responsible only to the entire board. Therefore, either the entire board gives him his marching orders or authorizes the chairman to do so.

The Chairman as Political Leader of the Board

One of the most controversial roles of the chairman is that of political leader of the board. Many trustees do not want the chairman to fill this role. However, if handled properly, I believe political leadership by the board chairman can provide a great service to the board and college.

As a political leader it is the responsibility of the board chairman to predict the reaction of the other trustees to presidential recommendations. As I stated previously, the chairman should advise the president in advance of the meeting how he feels the other members will react to specific proposals. This enables the president to obtain all the documentation possible to support a presidential recommendation and be prepared to respond to concerns of individual trustees.

Occasionally a board must make a difficult and controversial decision. The board chairman must then fill the role of "party whip" and confer, either in person or by telephone, with individual board members prior to the meeting. The chairman may want to convey information to them that, in his or her opinion, would best not be brought out at the public meeting. Occasionally, if the chairman believes strongly in an issue he or she will frankly do some lobbying with the other board members prior to the meeting.

The board chairman should also provide leadership in securing the reelection of deserving incumbent trustees. Further, when vacancies

occur on the board the chairman should provide the leadership to see that the best person possible is elected to that position on the board.

The chairman normally represents the board in its relationship with other local political governing bodies such as school boards, city councils, county commissions, etc. Generally, if the board is to be represented in legislative or administrative hearings with any other governmental unit it is by the chairman. Likewise, the board speaks through its chairman to the news media and public.

Other Responsibilities of the Board Chairman

There are many other responsibilities that a board chairman should exercise. The chairman normally speaks for the board at commencement and shakes the hands of the graduates. Where appropriate, the chairman appoints other members of the board to represent the board at various functions. The chairman should appoint all board committees. Board representatives on other committees should be appointed by the chairman. The chairman should frequently speak to service clubs and other community groups on subjects related to the college.

In summary, there are two major factors which determine the role to be filled by the board chairman. First, is the expectation of the other trustees. Secondly, is the nature of the individual who holds that position. I believe the most capable leader of the board should serve as its chairman. I further believe the board and college are better served by having strong chairmen provided the person is neither arbitrary nor dictatorial. A strong president, a strong board and a strong board chairman are necessary ingredients for a strong community college.

ADDENDUM

BOARD CHAIRMAN JOB DESCRIPTION[1]

1. To preside at all meetings of the board in an efficient and effective manner and set the general tone for each meeting through positive leadership.
2. To participate jointly with other members of the board in the conduct of appropriate organizational affairs, yet being careful to mediate and not dominate the board by virtue of the position of the chairman.
3. To expedite decision making and voting of the board after due deliberation and persuade them to abide by the majority rule principle.
4. To appoint board committees in accordance with the bylaws and call for performance reports on a timely basis.
5. To stimulate the board and extract the opinion of each individual, where appropriate, and serve as a catalyst for encouraging the members to ask discerning questions.
6. To advise and consult with the president of the college on major problems.
7. To consult with the president on the content and order of the trustees' meeting agendas.
8. To establish and maintain, on behalf of the board, good relationships with the press, governmental units, and the public.
9. To carry out special assignments on behalf of the board and act as spokesman for the board.
10. To channel, to the administration, requests made by citizens and other board members for special information about the college.
11. To provide leadership and recommend appropriate in-service training such as attendance at trustee conferences, the utilization of outside resource consultants, and the planning of special trustee programs.

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[1]R. E. Lahti, *Innovative College Management*, Jossey-Bass, Fall, 1973. Reprinted with permission.

12. To initiate, on a regular basis, the evaluation of the performance of the board as a whole.
13. To consult with other trustees, on a timely basis, who are not carrying out their agreed upon responsibilities or who are violating board by-laws, policies and practices.
14. To serve as a catalyst in initiating evaluation of top executive performance on a regular basis and lead compensation discussions of the board on behalf of the president.
15. To insure that the board has adequate advance information and sufficient lead time for deliberation of a topic prior to decision-making.
16. To provide leadership in causing the board to deliberate appropriate board topics as opposed to matters which should be delegated, or receive recommendations from, the administration and faculty.

CHAPTER 4

The Trustee And The President[1]

We are in a period of rapid change. One of the most popular books of the decade describes the impact this rapid change is having on society and calls this impact "future shock". Education in general and community colleges in particular have not escaped this rapid change. As a result many community college presidents and boards have undergone "future shock".

We must re-examine closely the board-president relationship as it exists on our campus. We must understand our respective roles. We must strengthen the relationship between the president and board. We must understand the president's responsibilities as chief administrator and the board's responsibilities as policy maker for the college. In doing so we will find that presidents and boards do in fact share some responsibilities. I call this the management team approach to institutional governance.

At the ACCT convention in Miami Beach in 1975, Allen Baker, a trustee from Illinois, said "College presidents are like trolley cars. There is one coming along every seven minutes. If you have the fare you can find one to take you about any place you want to go." Allen's observation is correct. If you don't believe it, just count the number of applications you receive the next time you have an opening for president.

What Allen Baker failed to say, however, is that good presidents are becoming as rare today as trolley cars. Faced with unconscionable

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[1]Major portions of this chapter first appeared in *TRUSTEE QUARTERLY*, Vol 1, No 1, Winter 1976-77, Association of Community College Trustees, p 29

harassment by teachers' unions, outrageous demands by students, insufficient money to adequately finance an educational program and finally with lack of support by weak boards, many outstanding presidents have deserted the field. They have gone back to lower levels of administration, teaching, state agencies and some have even left education. This trend must stop.

Likewise many good trustees have been defeated for reelection or reappointment by teachers' unions seeking to take over control of our colleges. Others have tired of fighting what appeared to be a hopeless battle and refused to seek reelection or reappointment. This trend must also stop.

We must preserve and protect good presidents and trustees like any other endangered species. At the same time we must continue our efforts to get rid of those who are incompetent, dishonest or otherwise unfitted to hold the positions they occupy. What can we do to understand and strengthen the relationship between presidents and trustees and in the process insure the selection and retention of good presidents and trustees? Let me offer several suggestions.

Selecting a President

The next time you select a president make your selection carefully using the criteria relevant to today's needs. Insist that your president be an administrator first and an educator second. Traditionally we have looked for a president who was an outstanding educator. An earned doctorate was a necessity. The conditions existing on most of our campuses today demand the president be first and foremost an effective manager. He must know how to handle people. He must be able to prevent crisis or manage crisis when it occurs. His credentials as an educator are relatively unimportant. An earned doctorate is unnecessary. In fact, the required degree in the future may be the masters of business administration with majors in personnel management and finance. Do not hesitate to spend the money to send your president to conferences or seminars designed to enhance management skills. Most of these experiences will be designed for educational administrators. There are some good seminars available for both business executives and educational administrators. Attending such a seminar and sharing managerial experiences with business executives is a worthwhile experience for most college presidents.

Selecting a Board

It continues to amaze me how community college boards will spend hundreds of hours and thousands of dollars in selecting a president and leave the selection of its own members to chance. Existing board members must take an active role in the selection of new trustees. Where the trustees are elected the board members should select

extremely competent, properly motivated and highly electable candidates for vacancies on the board. Incumbents who have performed well and new candidates selected by the board should be publicly supported by incumbent board members not up for reelection. Where trustees are appointed, the existing board members should bring all the pressure possible on the appointing authority to either reappoint deserving incumbents or appoint new trustees who meet the above criteria.

Understanding the Respective Roles

The board is generally charged by state constitution or law with supervising and controlling the college. It is the board's responsibility to establish the mission of the institution, determine institutional objectives and priorities, and establish institutional policy. It is not the responsibility of the board to administer the college. It is the board's responsibility, however, to give the president the necessary tools and support so he can effectively administer the college. It is the president's responsibility to select, direct and terminate the other employees or to delegate some of those responsibilities to other administrators. He is the chief executive officer of the college and serves in a capacity almost identical to that of a private corporation president. He is hired by and responsible to the board. A president should not be expected to win popularity contests with faculty, students or other administrators. The president's role and responsibilities are set forth later in this chapter.

Establishing Appropriate Lines of Authority

A president cannot be expected to take direction from five, seven or whatever number of trustees are on the board. A president must receive his direction either from the entire board acting at a duly held board meeting or from the chairman. Further, neither the board as a whole nor individual board members have any right to direct employees other than the president. Generally communications between trustees and employees of the college regarding college matters should be made through the president. Some presidents insist all communications with trustees be made through them. This is, of course, impractical. However, trustees must constantly be on the alert to see that they do not undermine the president with such communications. Further, a president's communications with the board on college matters should be made either to the entire board or through the chairman except where a committee or individual trustee has been charged by the board with handling a specific matter.

Participating in Decision Making

It is commonly accepted there is a line between administration and policy making and that the president and board each stand on their

own respective sides of the line and should never step over the other side. Unfortunately, this is a misconception. First, the line is not clear but is very fuzzy. Secondly, strictly adhering to this principle can lead to poor decisions. Any president who consistently makes major administrative decisions without seeking advice from his board is courting disaster. Conversely, any board that establishes a policy without advice from its president is also asking for trouble. When a major administrative decision must be made, and when time permits, a president should first advise the board of his tentative decision and reason for making it. The board may offer constructive advice but must always realize the decision is the president's to make. Further, the board should support presidential decisions in the administrative area even if a majority of the board does not agree with a particular decision. Conversely, the president must be consulted by the board before a policy decision is made but the president must realize the ultimate responsibility rests with the board.

Communicating Effectively

Nothing is more important than effective communication between the president and the board. A president must keep the board fully informed of everything of any significance involving the college. There are some presidents who furnish their boards only with that information which supports their recommendations. Trustees have a concurrent responsibility to communicate to the president all information the trustees receive regarding the college which information they have reason to believe is not possessed by the president. If a citizen or staff member contacts a trustee for the purpose of questioning or criticizing some aspect of the college the trustee should immediately inform the president. A trustee once told me his board had hired a person responsible directly to the board to keep the board informed of what was going on at the college. The reason for this was the board did not trust the president to give it complete information. Instead of hiring this person the board should have fired the president immediately and hired one it could trust.

Unifying the Board

One of the most important factors in the board president relationship is the degree of unity of the board. A united board does not necessarily mean one that votes unanimously on all matters. A united board is one, however, where there are no factions. A united board is one where on most issues the vote is unanimous even when one or two of the board members are not completely convinced. A united board is one in which the views of all board members are welcomed but no board member plays to the press or the audience. A united board is one where all board members support fully a board decision.

Protecting the President

It is absolutely necessary for a board to protect a president from attacks by the public, news media, teachers' union, etc. During union negotiations the president should be kept in the background. He is, of course, the board agent and must work closely with the board in negotiations. He should not, however, be called upon to be the front man in responding to union public relations efforts. As a general rule, I believe the president should be kept in the background on all controversial matters that become a public issue. These can and should be handled by the board as the representatives of the public. If the president becomes involved the board should give him its complete support and not leave him out on a limb by himself.

Developing Mutual Respect and Trust

Undoubtedly the most important factor in the board-president relationship is mutual respect and trust. The board must respect and trust the president and vice versa. If the board loses its respect for and trust of the president it should not make administrative decisions nor employ someone to look over the president's shoulder. Terminating the president is the only workable solution in such a situation. On the other hand, a president who loses his respect for and trust in the board should begin looking for another job. Performing under such circumstances is intolerable. Hopefully relationships can be developed like the one that exists at our college. Not only does mutual respect and trust exist among all trustees and our president but we also have a genuine affection for each other. The result is an outstanding board-president relationship where the board and president work together with complete faith in each other to carry out its or his responsibilities. Incumbent board members are easily reelected and when vacancies occur candidates, selected by the board, are elected.

The Role of the President of the College

The college president is the executive officer and professional advisor of the governing board. He has the responsibility of providing professional leadership and administrative direction to the certificated personnel. He is responsible to the governing board and for the college's personnel.

In this capacity he provides facts and relevant data on all matters which come to the governing board. He must be prepared to present his recommendation on items which require board action. The president should, except under extraordinary circumstances, consult with representatives of the college's personnel on matters that are of interest to them in sufficient time for them to study the items and prepare information which would reflect the best thinking of those represented.

Principles similar to those mentioned previously should be agreed upon by the board and administration and incorporated into the board's policy manual along with college statement of purpose, objectives, as well as specified operating procedures. Some examples of how this might be accomplished are listed below.

President's Responsibilities

Some responsibilities of the community college president are to:

1. Give the community college district competent admnistration and effective educational leadership always on a professional basis.
2. Recommend sound policy.
3. Make board policy effective through efficient administration.
4. Keep the board informed on financial matters, do sound long-range planning, and keep current expenditures within the approved budget.
5. Deal always in an honest, professional, straightforward, open, and above board manner with the board, the staff, and the community.
6. Present all personnel needs to the board.
7. Recommend assignments for each position and keep employees at work on their assignments.
8. Recommend for employment only on basis of merit and fitness for the position.
9. Accept the board viewpoint when there are reasons previously unidentified by the president for not employing a proposed employee and without resentment to seek further for a candidate.
10. Recommend an annual budget with necessary supporting data.
11. Deal with the board as a whole rather than with individual board members.
12. Recommend rules and regulations reflecting sound procedures.
13. Accept board counsel in good grace.
14. Advise the board members of ways in which they could improve their effectiveness.
15. Support the board.
16. Accept responsibility for results.
17. Remember that community colleges exist for the benefit of students of all ages.

A good reference for evaluating your president is the monograph *Presidential Evaluation: An Assessment of Institutional Leadership* by Barry Munitz (see Recommended Reading List.)

In summary, I urge you to take a close look at the board-president relationship as it exists at your college. Understand your respective roles and responsibilities. Practice the management team approach to governance. Above all preserve and protect good presidents and trustees. If you do so you may avoid "future shock".

ADDENDUM
PRESIDENTIAL EVALUATION[1]

Introduction

Among the most important responsibilities of a community college board of trustees is the selection and evaluation of the college's president. Unfortunately, while a great deal of attention has been paid to the *selection* of this individual, the literature on proper *evaluation* of the college president has been slight.

In an effort to provide greater insight into this vital area for governing board members, ACCT solicited thoughts, comments, articles and evaluation instruments from concerned trustees and presidents. This special section of the *Trustee Quarterly* is a cross section of that material.

Clearly, there is no single mechanism for evaluating the performance of a college's chief executive officer. In fact there probably are as many different—yet appropriate—mechanisms as there are community colleges and technical institutes, ranging from extremely informal techniques to very rigid evaluation procedures. However, one thing is clear: evaluation must be in the context of helping the president succeed, providing feedback and constructive counseling. The aim of evaluation is the improvement of the performances of both the administrator and the institution.

Moreover, while presidential evaluation is clearly the responsibility of the board of trustees, many governing boards find it of great value to open up the process to other elements of the college community. Presidents are often encouraged to prepare self-assessments on a periodic basis, relating such assessments to the board's own objectives and priorities established upon appointment of the president or modified in concert with him.

The following examples should give trustees and presidents alike a feel for some of the approaches being taken by community colleges around the nation. They are by no means exhaustive, in fact they just scratch the surface of the question of presidential evaluation. Nor may they be appropriate for every institution. Rather, they are intended to stimulate additional thought and evaluation by governing board members and to serve as a necessary resource for concerned trustees. In that regard, ACCT continues to welcome articles and information on this subject.

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[1]*TRUSTEE QUARTERLY*, Vol. 2, No. 3, Summer, 1978, Association of Community College Trustees, pp. 1-17

Evaluating the Performance of a Community College President

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How do you evaluate the president?

With the current impetus to make everyone in the community college more accountable and more productive, one significant position has been overlooked more often than not. While everyone else on campus is writing management objectives, performance standards or professional growth contracts and while many have been evaluated on the basis of stated performance criteria and demonstrated progress toward goals, the president has often found it difficult to get attention given to his performance in an organized manner.

There would seem to be several reasons for this lack of formal evaluation of the two-year college president. First, despite the emphasis in literature and research on productivity and personnel evaluation, relatively few community colleges have developed a total approach to management evaluation. The president's part of the total management process may not be well understood.

Second, members of trustee boards are generally too busy with their own professional or business careers to devote much attention to the actual evaluation of their chief executive officer. Most board members, if questioned, would respond with a "gut" feeling that the president's performance is fine, average, or poor. (If there is a majority tending toward the latter response, for whatever reasons, the president should update his credentials.) After approving an initial job description, most board members show little interest or concern about the functional performance of the president—at least not until some crisis erupts on campus or in the community, and then the president may be called to account for the situation.

A third reason for the paucity of examples of presidential evaluation rests with the chief executives themselves. While some have written their own management objectives and shared them with subordinates and the

board, many presidents have neither invited nor advocated evaluation of their role.

It would seem to be time for a change. Presidents certainly know, and board members should understand, the tremendous complexities and pressures involved in the chief administrative role today. The president at any time, and often without warning, can be subject to a number of actions that may seem to reflect unfavorably on his performance. To name a few: (1) censure by the faculty because they think the president should be more supportive of their position in collective bargaining; (2) editorial criticism by the minority press because of the president's alleged inaction in affirmative action; (3) a student demonstration at the board meeting protesting a tuition or fee increase recommended by the president; (4) a letter from the classified staff president to the board chairman with copies to other members indicating that the president is aloof, inaccessible to staff members; (5) a letter (somehow released to the press) from the chief state higher education officer to the president questioning a request for additional facilities for an off-campus center. Depending on each local situation, the above list would be different and virtually endless. The main point is that it is not fair for the president's role performance to be evaluated on the basis of isolated single incidents that may or may not reflect his total approach to leadership in the institution. Rather it is desirable to develop a comprehensive method of presidential evaluation which attempts to take into consideration the complexities of the job and the various constituencies that the president serves. It may be impossible to evaluate fully and satisfactorily and with precision the role of the community college president. However, the following is a bold attempt to tackle the problem, and evolve a field-tested method that can be piloted further and refined. There is no question about the need for such a comprehensive approach—to protect the community, the college, the staff, the students, and the president as well.

A Developing Model of Presidential Evaluation

In early 1976 a team of three (the authors) consisting of the President of Burlington County College; a consultant, who has known the college intimately during its ten years of existence; and the Director of Research and Planning of the college jointly developed the following procedures to assist in the assessment of the role of president and how it was being fulfilled. The entire project was discussed with the Board of Trustees and received with tacit approval.

The Evaluation Form

An evaluation form was designed on the theory that the most lucid evaluation of the president would consist of a comparison of the performance of the incumbent with the expected performance of a president in an ideal college situation. Emphasis was placed on the current job description for the college president as well as the management objectives outlined for the year.

The specific form developed consisted of forty-four items describing actions, characteristics, and qualities of the presidency. Four subgroups of the college community—administrators, faculty, support staff, and students—were asked to: (1) indicate the performance of an ideal president on each item, and (2) indicate their perception of the incumbent president on each item. Both ratings were on a three point scale with possible responses of "very important", "important", and "not important" in the ideal situation and "above average", "average", and "below average" on the evaluation of the incumbent portion of this form.

Qualities, characteristics, and actions assessed by the form were concerned with college finances, admission and enrollment practices, planning and evaluation, employee development, general management of the college, instructional materials development, public relations, etc. It was recognized that not all facets of the president's performance were reflected in the statements, but at least some attention was given to the ones most likely to be visible to the general college community.

The form developed was intended to elicit perceptions of members of the college community rather than "facts". The complexity of the job of the president almost defied an objective measurement of most of the functions. Also, it was recognized that the overall effectiveness of a president rests in large measure on how he is perceived to be carrying out his/her job by persons in the immediate environment. Persons such as outside consultants might appraise a president differently than would the employees and students, but the president must work in the immediate environment. Hence, it is important to know how he/she is perceived in the present situation.

The form was administered at a time when it was judged that there were no burning issues among the members of the subgroups that might dramatically sway the opinions and perceptions of any subgroup. Contracts with both major collective bargaining groups had been signed several months before and negotiations were not scheduled to begin for several more months; no new fees or tuition increases had recently been assessed students; administrators were persons who had been in their present job for some time; and in general the entire college was apparently operating as smoothly as such institutions are likely to operate. There were no known reasons to think that some other time might be more opportune for the administration of such a form.

The form was distributed to all administrators (approximately 40), all full time faculty members (approximately 100), all full time supportive staff employees (approximately 150), and a random sample of 10 percent of the currently enrolled students who had completed 15 or more credit hours (approximately 300). Thus a total of approximately 590 persons received the forms. Returns were received from 18 administrators (49 percent), 49 faculty members (48 percent), 45 support staff employees (24 percent), and 42 students (14 percent).

Findings of the Evaluation

The forms returned by the four subgroups of the college community were keypunched and electronically tabulated in the college computer center. Care was taken to insure that the tabulations for each group were separated from all other subgroups. The tabulation consisted of determining the number and percent of each subgroup that chose each of the possible responses on each of the two scales.

As might be expected, no overwhelming concensus emerged concerning the president's performance in the test institution or even a concensus concerning the "ideal" performance. The table below (Table 1) indicates the overall mean score in the "ideal" institution and the perceived performance in the test institution for each subgroup.

Table I
Overall Mean Score in Ideal Institution and in Test Institution

Subgroup	Mean in Ideal Situation	Mean in Test Institution
Administrators	1.42	1.70
Faculty	1.42	2.11
Support Staff	1.45	2.09
Students	1.46	1.99
Composite of all groups	1.42	1.97

As may be noted the difference between the mean in an ideal institution and the mean in the test institution was .28 for the administrators group, .69 for the faculty, .64 for the support staff, and .53 for the student group. The difference between the means of all the groups was .55 (In all cases the difference was in the direction of poorer actual performance than would be achieved in an ideal situation.)

The authors arbitrarily postulated that a difference of .50 or greater between the means of the ideal and test institutions was sufficiently large to warrant further examination. The two means were calculated for each item in each of the test groups. Table II below, lists the statements which produced a difference in mean scores of .50 or greater in at least one of the groups. Also shown is the amount of difference in the means for those statements.

Table II
Differences Between Mean of Test Groups

Statement	Test Groups			
	Admin.	Faculty	Support Staff	Students
The President strongly supports...				
2. the attempts to secure governmental and other outside funding for college projects.		.50	.54	.71
5. providing career education for all students.	.50	.51	.56	.71
6. long range, college wide planning		.53	.73	.78
7. counseling services for potential non-typical students.		.63	.58	.69
8. good faith bargaining with organized labor groups on campus.		1.28	1.12	
9. efforts to assure all employees a fair hearing if disciplinary action is initiated against them.		1.31	.98	
10. efforts to develop good management skills among all levels of administrators.		1.15	1.03	.71
11. efforts to maintain adequate faculty staffing to provide quality education to all students.		.80	.85	.90
13. the operation of an effective job placement service for students and graduates.	.72	.77		
14. the participation of all college groups in budget planning.		.54	.64	
15. the efforts to recruit highly qualified faculty.		.72	.93	
16. efforts to involve all college groups in long range planning.		.77	.78	.53
17. efforts to develop a sense of job security.	.72	1.11	1.39	.58
18. efforts to streamline administrative procedures to cut "redtape".	.83	1.21	.94	.97
20. the efforts of college employees to make the mission of the college known to citizen groups.			.59	
24. close contacts with community business persons to determine ways the college can better prepare potential employees for these business firms.		.53	.67	.71
26. equitable salary rates for all employees.	.94	1.34	1.69	.62
27. the procedures for promotion of qualified faculty.	.56	1.24	.83	.73
28. the development of basic skills courses for students with difficulties.		.50		
29. the continuing examination of the philosophy and purposes of the college.			.55	.55
30. close working relations between college departments and county government departments.			.75	
31. efforts to apply effective management techniques.		.94	.94	.70
32. the procedures for the promotion of qualified supportive staff personnel.	.73	1.09	1.54	.60

Table II
Differences Between Mean of Test Groups

Statement	Test Groups			
The President strongly supports . . .	Admin.	Faculty	Support Staff	Students
33. the planning of changes in the college from within		.63	.85	.80
34. the senior academic leaders in their efforts to assure that high academic standards are maintained	.56	.84	.76	.79
36. the use of funds for projects that show promise but have a degree of risk		1.43	1.26	.91
37. efforts to develop innovative curriculums to meet changing societal needs		.56	.58	.55
40. the efforts of administrators to maintain high staff morale	.89	1.48	1.39	.80
41. the efforts of groups . . . to provide an opportunity for all members of the college community to be represented in college governance		1.22		.52
42. efforts to allow lower level administrators a high degree of freedom in carrying out the functions of their job		.73	.56	
43. the efforts to develop a sense of community and shared interests and purposes in the college		1.04	.65	.59
44. the right of all persons and groups to be heard in any discussion of college problems even though he may not agree with the particular viewpoint		.87	.85	
mean differences =	.71	.91	.88	.70

An examination of Table II shows that all groups had differences in the mean scores of .50 or greater on eight statements (Statements 5, 17, 18, 26, 27, 32, 34, and 40). An examination of these statements indicated that four statements are directly related to employment and working conditions; two other statements are indirectly related to working conditions; while one statement related to career education for students and one other statement was concerned with academic standards.

Twelve other statements drew differences of .50 or greater in ideal and test institution scores from at least three of the four groups (Statements 2, 6, 7, 10, 11, 14, 16, 24, 31, 36, 37, and 43). Three of the statements were related to planning within the institution, while two other statements were concerned with the management of the college. The remaining seven statements concerned such diverse topics as securing of outside funding, adequacy of staffing, curriculum content, and counseling.

Differences in the mean scores in the ideal institution and the test institution tended to be greatest among the faculty and support staff group

(overall mean differences of .91 and .88 respectively) and least among the administrators and students (overall mean differences of .71 and .70 respectively). The statements that produced the greatest differences in the means among all groups were related to conditions of employment such as pay rates, promotion opportunities, and job training and/or upgrading. In contrast the items which produced the least differences in the means of the groups were generally concerned with academic matters such as curriculum development, academic standards, and career education for students.

As a whole, the administrators were the group with the fewest and smallest differences in mean scores between the ideal institution and the test institution. The administrators indicated a perceived difference of .50 or greater between the ideal institution and the test institution on only 9 of the 44 statements. The administrators appeared to be concerned with working conditions and administrative procedural matters primarily.

At the opposite viewpoint from the administrators in their assessment of the performance of the chief executive were the faculty members. The faculty members' scores indicated a mean difference of .50 or greater between the ideal institution and the test institution on 28 of the 44 statements. In terms of absolute differences in mean scores between the ideal and the test institution, 12 statements produced differences greater than 1.00 among the faculty. The overall mean difference between the scores was .91 for the faculty.

The students surveyed expressed opinions quite similar to the administrators in their evaluation of the president. Although 23 of the 44 statements produced differences of .50 or greater between the ideal and the test institution, the overall mean difference was .70, which was very near the overall mean difference of .71 for the administrators. As a group the students appear to be concerned with academic matters such as curriculum development and grading practices, and with the quality of instruction.

In their overall evaluation the support staff was most closely aligned with the views of the faculty. Twenty-nine of the 44 statements produced differences of .50 or greater between the ideal and the test institution. However, the views expressed do not appear to be as extreme as among the faculty because only six statements produced a mean difference of 1.00 or greater among the support staff while twelve statements did so among the faculty. Support staff persons apparently were most concerned with working conditions, opportunities for advancement, and staff morale.

Some Conclusions

The item which had the highest degree of agreement among all four constituencies for the ideal college as being *very important* was concerned with efforts to recruit highly qualified faculty (85%). The item which had the highest degree of agreement among all four constituencies

for the ideal college as being *not important* was concerned with the use of college facilities by community groups (11%). All other items ranged between these extremes. It should be observed that very few individuals marked any item as not important in an ideal college.

In this instance, the highest agreement in ranking the incumbent as *above average* was in supporting faculty efforts to use innovative teaching techniques (49%). The item receiving greatest agreement in ranking the incumbent as *below average* was support for the efforts of administrators to maintain high staff morale. Both of these items were considered to be very important in an ideal college by two-thirds or more of the respondents.

A comparison of the items marked *very important* for the ideal college and in which the incumbent was rated as *above average* by a percentage of respondents representing a 50% spread in percentage points is shown in Table III. One notes that these items are largely centered on items relating to job security, salary, and other conditions of employment. Only one touches upon academic activities and one other one on the problems associated with communication. The wide differences among the four constitutencies is also strikingly apparent.

The extremes are most likely the valuable areas for the incumbent to examine in an effort to improve performance. The data from this form should be combined with other input from the Board itself, however.

Table III
50% Spread or More Between "Very Important" in Ideal College and "Above Average" in Performance at This College

Composite

		Ideal % Very Important	Pres. Perf. % Above Average	Faculty % Above Average	Admin. % Above Average	Support Staff % Above Average	Students % Above Average
9	efforts to assure all employees a fair hearing if disciplinary action is initiated against them	73	16	8	44	14	15
10	efforts to develop good management skills among all levels of administrators	82	17	10	61	11	13
15	the efforts to recruit highly qualified faculty	5	31	29	67	19	30
17	the efforts to develop a sense of job security among faculty and supportive staff employees	73	13	6	28	9	18
18	efforts to streamline administrative procedures to cut "redtape"	63	7	6	17	5	8
26	equitable salary rates for all employees	75	9	10	28	2	8
27	the procedures for the promotion of qualified faculty	63	10	10	28	5	8
32	the procedures for the promotion of qualified supportive staff personnel	60	7	6	22	2	5
34	the senior academic leaders in their efforts to assure that high academic standards are maintained	62	13	13	22	9	15
36	efforts to assure good communication among all members of the college community	77	13	6	44	7	15
40	the efforts of administrators to maintain high staff morale	75	11	6	28	2	18

The Final Step

In addition to the analysis of the evaluation forms, a structured interview was held with each member of the Board of Trustees as a final activity. This interview was designed to ascertain the perception each Board member had about the president and his role. Questions were related to the management objectives previously outlined by the president himself. The interviewer had reviewed the data from the evaluation form prior to the interviews so that he already knew the perceptions represented by faculty, administrators, students and support staff.

The Board was asked to reply to the interview questions as follows:

1. What is the major responsibility of the President?
2. Can you provide some specific examples of the President's leadership in reference to the academic program of the college? The budget? Community relations?
3. Can you provide some specific examples of the President's leadership in reference to promoting high morale in faculty and staff personnel?
4. Provide specific examples of ways in which the President's leadership has been effective in selecting new faculty, administrators, and career service personnel.
5. Cite examples of ways in which the community has provided specific support to the college.
6. Cite examples of the President's positive action relating to:
   a. Budget preparation
   b. Budget management
   c. College management.
7. Cite examples of negative action for any of the above.
8. Describe the President's most outstanding attribute.
9. Describe the President's most apparent weakness.

Each Board member in reacting to these questions revealed his own perceptions of the president's role and the way in which the incumbent was filling it. When summarized these answers provided a basis for evaluative data from the Board itself and can be used in developing a total summary of the president's evaluation. In this trial instance, the Board indicated understanding and support for the president to a higher degree than any of the other constituencies.

Conclusions

This method of evaluating the president involved obtaining input from each element in the total college community. An evaluation form incorporating a forced comparison between individual perception of what an ideal president might do and what an incumbent was doing provided comparative data from four groups in the community—administrators, faculty, support service personnel, and students. Specific areas received emphasis as they were related to the job description and the management objectives which had already been accepted. A structured interview with

each member of the Board of Trustees provided additional data by requesting exemplary instances of presidential action.

Even though all of these answers are based upon the limitations of individual perceptions, the process itself, as well as the analysis of the data, provide more evidence for use in improving presidential performance, as well as continued presidential development, than is the case in other types of presidential evaluation activities.

The community at large was not used in the process described herein. There may be a need to include input from that source as well. Further refinement of the evaluation form is needed as well as a more thorough analysis of the summary data. A stronger effort to obtain wider participation is also needed. The appropriate timing is another consideration—that is, whether this activity should be annual, biennial, or set at some other interval of time.

We are convinced, however, that more attention must be given to this activity especially if evaluation of others in the college community is carried out. Community or board reaction at certain flash points, or general, off-the-cuff evaluation of the president's performance is not fair either to the chief executive or the total community. Both presidents and trustees need to develop a comprehensive, on-going method of assessing the function and performance of the president, so that this key leadership role may be solidly evaluated on the basis of total accomplishment.

Chief Executive Evaluation Form*

Directions: Listed below are statements concerning the actions, characteristics, qualities, etc. that may describe the President or chief executive officer of a college. To the right of each statement are two sets of columns. Check one column in the left hand set of columns to indicate how important the characteristic should be to the President of an *ideal college*. Then check one column in the right hand set of columns to indicate your estimate of how adequately the characteristic is carried out by the President of *this college*.

	Importance in an Ideal College			**President's Performance at this College**		
	Very Important (1)	Important (2)	Not Important (3)	Above Average (1)	Average (2)	Below Average (3)
The President strongly supports:						
1. the operation of continuing education classes at convenient times and locations for students.	___	___	___	___	___	___
2. the attempts to secure governmental and other outside funding for college projects.	___	___	___	___	___	___
3. the admission of non-typical persons such as older adults, handicapped persons, etc. as regular students.	___	___	___	___	___	___
4. the maximum use of facilities by the offering of classes during the evenings and on weekends.	___	___	___	___	___	___
5. providing career education for all students.	___	___	___	___	___	___
6. long range, college-wide planning.	___	___	___	___	___	___
7. counseling services for potential non-typical students such as adults interested in job retraining.	___	___	___	___	___	___
8. good faith bargaining with organized labor groups on campus.	___	___	___	___	___	___

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	Importance in an Ideal College			President's Performance at this College		
	Very Important (1)	Important (2)	Not Important (3)	Above Average (1)	Average (2)	Below Average (3)
The President strongly supports:						
9. efforts to assure all employees a fair hearing if disciplinary action is initiated against them.	___	___	___	___	___	___
10. efforts to develop good management skills among all levels of administrators.	___	___	___	___	___	___
11. efforts to maintain adequate faculty staffing to provide quality education to all students.	___	___	___	___	___	___
12. the college-wide dissemination of reports of college-wide studies.	___	___	___	___	___	___
13. the operation of an effective job placement service for students and graduates.	___	___	___	___	___	___
14. the participation of all college groups in budget planning.	___	___	___	___	___	___
15. the efforts to recruit highly qualified faculty.	___	___	___	___	___	___
16. efforts to involve all college groups in long range planning.	___	___	___	___	___	___
17. efforts to develop a sense of job security among faculty and supportive staff employees.	___	___	___	___	___	___
18. efforts to streamline administrative procedures to cut "redtape".	___	___	___	___	___	___
19. faculty efforts to use innovative teaching techniques.	___	___	___	___	___	___
20. the efforts of college employees to make the mission of the college known to citizen groups in the total community.	___	___	___	___	___	___
21. the use of college facilities by community groups.	___	___	___	___	___	___
22. the development and use of annual college-wide objectives.	___	___	___	___	___	___

	Importance in an Ideal College			President's Performance at this College		
	Very Important (1)	Important (2)	Not Important (3)	Above Average (1)	Average (2)	Below Average (3)
The President strongly supports:						
23. the efforts of faculty members in producing instructional materials.	___	___	___	___	___	___
24. close contacts with community business persons to determine ways the college can better prepare potential employees for these business firms.	___	___	___	___	___	___
25. the cultural affairs such as the theatre productions.	___	___	___	___	___	___
26. equitable salary rates for all employees.	___	___	___	___	___	___
27. the procedures for the promotion of qualified faculty.	___	___	___	___	___	___
28. the use of developmental courses to enable students to overcome deficiencies in basic skills.	___	___	___	___	___	___
29. the continuing examination of the philosophy and purposes of the college.	___	___	___	___	___	___
30. close working relations between college departments and county government departments.	___	___	___	___	___	___
31. efforts to apply effective management techniques.	___	___	___	___	___	___
32. the procedures for the promotion of qualified supportive staff personnel.	___	___	___	___	___	___
33. the planning of changes in the college from within rather than having changes forced on the college by external agencies.	___	___	___	___	___	___
34. the senior academic leaders in their efforts to assure that high academic standards are maintained.	___	___	___	___	___	___
35. the use of funds for projects that show promise but have a degree of risk.	___	___	___	___	___	___

	Importance in an Ideal College			President's Performance at this College		
	Very Important (1)	Important (2)	Not Important (3)	Above Average (1)	Average (2)	Below Average (3)
The President strongly supports:						
36. efforts to assure good communication among all members of the college community.	___	___	___	___	___	___
37. efforts to develop innovative curriculums to meet changing societal needs.	___	___	___	___	___	___
38. the use of all college resources such as the computer, test center, etc., by all faculty members.	___	___	___	___	___	___
39. the extensive use of institutional studies in decision making at the higher administrative levels.	___	___	___	___	___	___
40. the efforts of administrators to maintain high staff morale.	___	___	___	___	___	___
41. the efforts of groups such as the I.A.C. and the All-Council to provide an opportunity for all members of the college community to be represented in college governance.	___	___	___	___	___	___
42. efforts to allow lower level administrators a high degree of freedom in carrying out the functions of their job.	___	___	___	___	___	___
43. the efforts to develop a sense of community and shared interests and purposes in the college.	___	___	___	___	___	___
44. the right of all persons and groups to be heard in any discussion of college problems even though he may not agree with the particular viewpoint.	___	___	___	___	___	___

In your opinion, what action(s) could the president of the college take that would improve the college:

_____

_____

Instrument Number 1
Evaluation of the President

Alvin Community College
Alvin, Texas

As a regular and scheduled activity, the College Board will evaluate the performance of the president against standards agreed to by the evaluatee and the evaluators. The primary purpose of the evaluation will be to effect improvements in the Administrative leadership.

Guidelines

1. Evaluation should be concluded during the first week in August, with no other items on the agenda, with all board members present.
2. The evaluation should be a composite of the individual board members' opinions, but the entire board should meet with the president to discuss it with him.
3. The evaluation should include a discussion of strengths as well as weaknesses.
4. The evaluation should be at least annual. This should be accomplished immediately prior to the time the Board considers contract renewal and salary. There should be some correlation between the terms of the employment contract and the evaluation schedule.

Appraisal

Instructions—Rate the president on each of the items on a scale ranging from 1 to 9. The number 9 indicates excellence or highly commendable performance. The number 1 is the lowest possible score and can indicate gross incompetence. Any score of 1, 2, or 3 will be regarded as indication of unsatisfactory performance; 4, 5, or 6 as satisfactory but not commendable; 7, 8, or 9 as commendable.

Rating—

A. Relationship with the board
   1. Keeps the board informed on issues, needs, and operation of the college system.
   2. Interprets and executes the intent of board policy without requiring frequent reminders or prodding.
   3. Seeks and accepts constructive criticism of his work.
   4. Supports board policy and actions to the public and staff.
   5. Has a harmonious working relationship with the board.
   6. Makes recommendations for employment or promotion of personnel in writing and accepts responsibility for his recommendations.
   7. Remains impartial toward the board, treating all board members alike.

8. Refrains from criticism of individual or group members of the board.
9. Attempts to resolve objective differences.
10. Supports the decisions of the board.

B. Community Relationship
11. Gains respect and support of the community on the conduct of college operation.
12. Develops friendly and cooperative relationship with news media.
13. Participates actively in community life and affairs.
14. Achieves status as a community leader in public education.
15. Satisfactory payment of financial obligations.

C. Staff and Personnel Relationship
16. Develops good staff morale and loyalty to the institution. (Personal loyalty may or may not be in the best interest of the institution.)
17. Treats all personnel fairly, without favoritism or discrimination.
18. Delegates authority to staff members, appropriate to the position each holds.
19. Recruits and assigns the best available personnel in terms of their competence.
20. Evaluates performance of staff members.
21. Represents the interest and will of the board in meetings with the staff.
22. Refuses to overlook or condone professional ethics not in accord with the mores of the college district.

D. Educational Leadership
23. Inspires others to highest professional standards.
24. Participates with the staff, board, and community in studying, and developing curriculum improvements.
25. Implements the college district philosophy.

E. Business and Finance.
26. Completely informed on needs of the college program, plant, facilities, equipment, and supplies.
27. Assumes the lead, as chief executive, in instilling an awareness for fiscal responsibility and accountability among members of the staff.
28. Recognizes the approved budget as the Board of Trustees' expression of fiscal priorities and coordinates deviations from the budget prior to their implementation.

F. Personal Qualities.
29. Maintains high standards of ethics, honesty, and integrity in all personal and professional matters.

30. Devotes his time and energy effectively to his job.
31. Maintains poise and emotional stability in the full range of his professional activities.
32. Is suitably attired and well groomed.
33. Uses language effectively in dealing with staff members, the board, and the public.
34. Speaks well and thinks well.
35. Maintains professional development.

Instrument Number 2
Tentative Form for Evaluation of College President

Association of Boards and Councils of the Two-Year Colleges
of the State University of New York

(For use by a Board of Trustees acting as a committee-of-the-whole in an informal evaluation setting. It is suggested that the items be discussed rather than rated and a consensus be sought on each item.)

1. **Academic Leadership**
   (leadership of faculty in respect to the accepted educational goals of this college)
2. **Administration and Management**
   (evidence of sound practices in regard to operations of the college and physical plant)
3. **Internal Relationships**
   (with faculty, administrative officers, civil service staff, organized unions or associations)
4. **External Relationships**
   (with the public, county legislature, SUNY, alumni, area colleges and public schools)
5. **Sensitivity to the Needs of Campus**
   (as to changing educational needs and services, with cues coming from students, community, faculty, etc.)
6. **Extracurricular Activities of College**
   (as to athletics, publications, dramatics, musical activities, etc. at the college)
7. **Relationships with Board of Trustees**
   (as to openness and candor in respect to college problems; tone of trustees meetings, etc.)
8. **Other Items**

_____

_____

_____

Note: The items were drawn from the following sources:
(1) Revised Procedures for Evaluation of Presidents (former Chancellor Boyer's memorandum of 11/18/74)
(2) Suggestions from the Association of Community College Trustees

82

Instrument Number 3
Presidential Evaluation

Johnson County Community College
Overland Park, Kansas

Memorandum

DATE: December 3, 1976
TO: All JCCC Personnel
FROM: John E. Cleek, President
SUBJECT: THE FUTURE!

The past year has been exciting and challenging. You have been sympathetic and helpful, and thus have made a difficult job manageable.

We cannot afford the luxury of dwelling at any length on the past. The future will hold new challenges and opportunities for us.

You can help me do a better job by telling me what you think about the way I have handled my job in the past. The attached questionnaire is designed to make it easy for you to respond. Please feel free to supplement the questionnaire with any additional observations you would care to make.

You may handle your response in any of the following ways:

1. Return the questionnaire to me, marked PERSONAL, *either* signed or unsigned.
2. If you have additional comments which you want to make orally, directly to me, which I would appreciate, you may set up a time with Jean Elias to do so.
3. Return the questionnaire and/or other comments to Dr. Joyce Smith, Chairman of the Board of Trustees.

Obviously, you should not feel obliged to respond and I have no plans for keeping track of who does or does not respond. If you choose to respond, and I hope you will, I would like you to do so by December 15.

Johnson County Community College
Presidential Evaluation
December, 1976

1. To give me an idea how I am perceived by different groups within the staff, please indicate:

_____Hourly
_____Salaried
_____Academic Branch
_____Operations Branch
_____Other Branches
_____Administrative Council Member
_____College Council Member
_____Six or More Years at JCCC
_____Three to Six Years at JCCC
_____Less Than Three Years at JCCC

2. The past year has been an eventful one; which activities or actions do you feel have been most positive?
3. Which activities or actions have been the most negative?
4. What action(s) do you think I should have taken?
5. What are my strengths?
6. What are my weaknesses?
7. What do you suggest I do to offset these weaknesses?
8. What other suggestions do you have for improvement in the operation of the office of President at JCCC?
9. What is your assessment of the general direction JCCC has taken during the past year?

   Strongly Agree ☐☐☐☐☐☐☐☐ Strongly Disagree

10. What is your assessment of my relationship with:
    a. Faculty
       Excellent ☐☐☐☐☐☐☐☐ Poor
    b. Administrative Staff
       Excellent ☐☐☐☐☐☐☐☐ Poor
    c. Other Staff
       Excellent ☐☐☐☐☐☐☐☐ Poor
    d. Students
       Excellent ☐☐☐☐☐☐☐☐ Poor
    e. Community
       Excellent ☐☐☐☐☐☐☐☐ Poor
    f. Trustees
       Excellent ☐☐☐☐☐☐☐☐ Poor
11. In your judgment, what is the morale of the staff *now, as compared with twelve months ago?*

    High ☐☐☐☐☐☐☐☐ Low
12. What is your perception of the decisions I have made?

    Fair ☐☐☐☐☐☐☐☐ Unfair
    Basis Well-Known ☐☐☐☐☐☐☐☐ Basis Unclear
    Decisive ☐☐☐☐☐☐☐☐ Indecisive
13. How do you perceive my administrative style?

    Democratic ☐☐☐☐☐☐☐☐ Authoritarian
    Delegation Excellent ☐☐☐☐☐☐☐☐ Delegation Poor
    Providing Clear Leadership ☐☐☐☐☐☐☐☐ Not Providing Clear Leadership
    Too Directive ☐☐☐☐☐☐☐☐ Not Directive Enough
    Too Accessible ☐☐☐☐☐☐☐☐ Inaccessible
    Too Visible ☐☐☐☐☐☐☐☐ Not Visible Enough
    Too Communicative ☐☐☐☐☐☐☐☐ Not Communicative Enough
    Too Formal ☐☐☐☐☐☐☐☐ Too Informal

14. What is your overall judgment?

"Stick Around" ☐☐☐☐☐☐☐☐☐ "Go Away"

If these items have brought others to mind, please share them with me at the bottom of this page. Thanks!

CHAPTER 5

The Trustee And The Law[1]

Nothing is more important in education than understanding of the law and how it affects our institutions and the actions which we take on a daily basis in governing these institutions. Those of us in the community college movement must have a working knowledge of the law and be able to recognize the legal problems when they arise. This need is apparent for several reasons. First, as society becomes more and more complex, it seems that more and more laws are needed to regulate the actions of members of the society.

Another reason a working knowledge of the law is important is more and more people are resorting to the courts to redress their grievances, both real and imaginary. Considerable publicity has been given to the increase in litigation in our courts and the crammed court dockets. Most of the attention has been given to the criminal and personal injury cases which constitute the greatest share of litigation. However, a study of the cases shows that almost all areas of litigation are on the increase.

Another factor is the tendency of courts today to become legislative bodies. The law in America is based upon the English common law. Common law is that body of law developed by court decisions. The courts developed legal principles to deal with the problems of society. As new problems arose, new principles, of course, were developed but the old principles remained part of the law—the common law, and

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[1]Major portions of this chapter first appeared in *New Directions for Community Colleges*, Number 15, Autumn 1976, Jossey-Bass, Inc., p. 45.

were followed by the courts. In fact, there is a legal term for this called "stare decises" or precedent. It was generally the rule that once precedent was established, the courts followed that precedent and left it up to the people or the legislatures to enact statutes or constitutional amendments in derogation of the common law. However, in recent years the courts have grown impatient with the legislative bodies and are overruling common law principles all the time. Principles which have been established for hundreds of years are suddenly no longer legal principles guiding our society.

All three of these factors are working to make a knowledge of the law more important today than it has ever been in the history of education. Every year literally dozens of laws are introduced in state legislatures which directly or indirectly affect higher education and community colleges. Every year more citizens, more students and more faculty members are seeking to redress their grievances in court. It seems that students and faculty members see a violation of constitutional rights in every action of an administration or a board with which they disagree. It seems that citizens in general are no longer apt to accept the actions of their government without challenge. So it is important for all of these reasons, that those in education not necessarily become lawyers, but at least gain a working knowledge of educational law and learn to recognize legal problems or potential legal problems before they develop into actual litigation.

Areas of Student Litigation

A large area of litigation affecting colleges and universities is suits brought by students. There are suits challenging rules regulating distribution of literature and the solicitation of funds on campus. Rules regulating demonstrations on campus have been the subject of litigation. Rules requiring living and eating in college facilities are being challenged.

With the eighteen year old vote, and in many states eighteen years of age has become the age of majority, students are now challenging non-resident tuition charges. This issue probably will not be as important in the community college movement because most community colleges do not have dorms and the greatest share of our students are resident students who come from within our districts. For those that have dorms, or have a great number of non-resident students, this is a potential legal problem.

Another area becoming more important is suits by students claiming rights under Federal or State laws, rules and regulations such as Title IX. Surprisingly, students have brought suits over disruptions on campus which interrupted the educational process. Suits have been brought seeking injunctions against curtailing classes because of disruption, and in a

couple of instances suits have been brought by students seeking refunds on tuition because they did not get what they paid for. Unfortunately for the students, the courts have tended to rule against them in that area but they have done so only because the interruption to the educational process has been brief. If it is more than brief the college may have to make refunds of tuition.

Another area in which students have brought suit is the denial of academic degrees. In one case the court found that the student had been led down a primrose path and administrators had him think that he was on the proper course toward receiving a degree. When he completed two years (this was a community college) he was denied the degree because he had not conformed to all the requirements. However, as a general rule, the courts have upheld colleges in their denial of degrees if there has been any reasonable basis for the denial.

Of course, another area that has been the subject of a great many lawsuits is the regulation of student newspapers. There have been suits regarding the censorship of newspapers, dismissal of editors, refusal of the administration to allow them to accept certain ads, and, in one case, a suit when a college attempted to convert the newspaper to an instructional tool. If you are using student funds, particularly student funds allocated for student activities, you are not going to have too much control over the student newspaper. That is clear from the various court decisions.

Other areas where suits have been brought are the discontinuance of food service, non-recognition of student organizations and not allowing students of one sex to enter a college limited to the opposite sex. There have also been suits by students for damages resulting from injuries sustained while in school. Also, suits have been brought by students because of searches of their cars, their lockers or their persons by school authorities. Dress codes are being challenged right and left. Finally, suits for damages resulting from disclosure of confidential information have been brought by students.

The courts have not been uniform in their holdings in these various areas. They have, in fact, ruled differently in different states and in different federal districts. However, there seems to be a common thread running through all the decisions. It is this: boards and administrators have comprehensive authority, consistent with fundamental constitutional safeguards, to prescribe and control conduct in schools. Further, they have responsibility to control and regulate conduct and behavior of students which tends to impede, obstruct or threaten the institution's educational goals.

The authority over the students, however, while comprehensive is not absolute. The student's constitutional rights must be preserved and applied. Rules regulating speakers, distributions of materials, and so forth, are permissible. However, they must be reasonable and not violate the students' constitutional rights. The criteria for allowing or

denying the request must be specific. An expeditious review procedure must be available in the event the request is denied. Finally, disciplinary action against students is an inherent right of an institution. However, due process must be followed at all times. What constitutes due process varies with the severity of the disciplinary action. Lengthy suspension or expulsion requires a hearing, an opportunity to confront witnesses, be represented by counsel and a right to introduce evidence on the student's behalf.

The best advice is to follow what we have implemented on our own campus and what most other community colleges are doing. That is repeal your dress codes, repeal your regulations on distribution of literature and speakers, and be hard-nosed on those things that count. On our campus disruption of the educational process or carrying firearms means immediate expulsion. There is no compromise. However, we do not regulate dress, student's activities off-campus, distribution of literature, advocacy of political views, etc. We feel that a free exchange of ideas must be carried out on a college campus.

We have one rule that has been quite effective. Any student convicted in a court of a violation of a law on our campus is automatically expelled without further hearing. Students like to cry this is double jeopardy. If you punish them in the college administrative proceedings as well as in a court of law, it is not double jeopardy. They have had due process in the court of law. Due process in a college administrative proceeding is much less stringent, and requires less safeguards than a criminal proceeding in a court of law. Consequently, we have taken a position that the student is not going to get two hearings. Expulsion does not mean readmission cannot follow, depending on the nature of the offense.

There has been a rash, following student disruptions, of laws passed by state legislatures regulating conduct on campus. Of course, every state has trespass laws. Both the laws relating to conduct on campuses and the general trespass laws are technical in nature. If you intend to use them or ever have the possibility of using them, insist your administrators become acquainted with those laws. Many cases have been lost in court, not because the law was not being violated, but because the administrators were not acquainted with the technical requirements of the law.

Areas of Employee Litigation

Employee litigation is on the rise. In the cases that have been filed by teachers the vast majority have involved dismissal. These include outright dismissal, failure to re-hire probationary teachers, compulsory retirement and other actions that resulted in the teacher's losing his job. The law is not all that clear. If they have tenure, of course, you have

to establish good cause. Even if they do not have tenure you may have to establish good cause. If they are on probation, you generally do not need good cause to dismiss them.

Litigation by employees and legal problems with employees is the area for the greatest increase in activity for the future. The reason is simply more and more states are enacting public employee collective bargaining acts. These require public employers to recognize any union which has a majority of the employees within a certain bargaining unit, the employer must sit down and bargain in good faith with the union, and if agreement is reached, enter into a labor contract. These acts traditionally are modeled after the National Labor Relations Act and contain the following elements: 1) they affirm the right of employees to join labor organizations; 2) they specify election proceedings for the determination of an exclusive bargaining representative for an appropriate unit; 3) they require the employer to bargain in good faith; 4) they prohibit interference or discrimination by the employer because of union activities; 5) they provide the employee, and sometimes the employer, with remedies for unfair labor practices, and 6) finally, most prohibit strikes.

Already we have had suits to determine what constitutes a strike. A New York court said that a mass resignation is a strike. A New Jersey court has held that blacklisting of a school district by the National Education Association constitutes a strike. In Michigan, although it is illegal to strike, the Supreme Court has said that it will not allow an injunction ordering the teachers back to work unless the school could show irreparable harm to the public.

State labor relations acts set up several methods for resolving conflict. Some contain the punitive approach to strikes. Most of these provide for voluntary sanctions. In other words, the employer may levy certain sanctions on public employees who strike. In other acts, the sanctions are mandatory. They require these sanctions to be applied to public employees who engage in an illegal strike. Frankly, both of them have been notably unsuccessful. Some states are allowing a limited strike, that is strikes by public employees in areas other than public safety. They recognize that prohibitions against strikes have not always worked.

Another provision contained in collective bargaining acts relates to "bargaining aids." Mediation occurs when a state appointed mediator comes in and tries to resolve the dispute between the two parties. Settlement is entirely voluntary. Another aid is called fact finding. It involves the appointment of a supposedly disinterested person by the state labor board who comes in, takes testimony, receives evidence, finds facts and renders his findings of fact in some sort of impartial judicial atmosphere. Generally the result is an attempt to compromise the two positions rather than an objective finding on "facts." A third bargaining aid is compulsory arbitration. This generally is not required by most state acts, except possibly with policemen, firemen, prison

guards and similar employees.

If your state has a public employees's relations act requiring you to recognize and bargain with employees' unions in good faith, I suggest you acquaint yourself with the law in this area.

Other Parties Seeking Litigation

The area of public litigation has been probably the least active. Taxpayers, while showing a greater propensity to sue the government, have not been quite so prone to do so as the students and faculty members. There have been taxpayer suits, several in the last few years, questioning the validity of millages and bond issues. We may see more of these suits in the future.

There have been a rash of suits lately by the news media demanding information relating to employees' salaries, student organizations, etc. Courts generally have held that employee salaries, fringe benefits, hours of work, etc. are public information and must be disclosed.

There have been several suits involving exclusion of the public from the campus. Some of these have arisen when non-students came onto the campus and were charged with trespass violations. In other cases rules have been adopted keeping the public off some campuses.

There is a rather interesting case involving community college segregation. In Virginia, a federal court blocked the change of a community college to a four-year institution. The court found that the change was proposed solely for the purpose of allowing the college to compete with a previous all-black public college (four year) nearby.

In summary, public litigation, that is suits brought by members of the public other than students and employees, have not been as numerous in recent court history. While there may be an increase in this area, it probably will not be great. It appears the greatest increase in litigation in the area of education for the foreseeable future is going to be in employee litigation and specifically, legal problems arising out of collective bargaining.

Understanding Basic Constitutional Rights

In the case of *Wood v Stickland* (1974), 420 U.S. 308, the U.S. Supreme Court made a statement which apparently applies to all members of public education boards:

> (A)...board member, who has voluntarily undertaken the task of supervising the operation of the school and the activities of the students must be held to a standard of conduct based not only on permissible intentions, but also on knowledge of the basic unquestioned constitutional rights of his charges."

The provision of the U.S. Constitution which generally is used as a

basis for litigation by students and employees is the 14th Amendment which provides in Section 1 as follows:

> No state shall abridge the privileges and immunities of citizens of the United States, nor shall any state deprive any person of life, liberty or property without due process of law....

Public community and junior colleges are arms of state government and the 14th Amendment applies to them.

There are two classifications of due process—substantive and procedural. Substantive due process prohibits a college from violating a persons rights under other provisions of the Constitution such as the Bill of Rights. For example, censoring a student newspaper is a violation of the student's rights of freedom of speech and freedom of the press.

Procedural due process prohibits a college from depriving a person of life, liberty or property unfairly. Attendance at a college or expectation of continued employment at a college may involve property rights and cannot be taken away without due process. This requires a due process hearing in most cases involving expulsion of a student or termination of an employee.

The Civil Rights Act of 1871 (42 U.S.C. § 1983) provides in part that:

> Every person who under color of...any law, ordinance or regulation subjects any citizen or person...to the deprivation of any rights...secured by the Constitution...shall be liable to the party injured for redress.

This provision has been used by students and college employees as a basis for damage suits against board members and administrators.

Recommendations

First, learn to recognize potential legal problems. Acquire a knowledge of basic constitutional rights. Learn to recognize where you might find yourself in a lawsuit at some later date. Learn to recognize or even anticipate statutes, rules and regulations which might effect your operation. In other words, be sort of an educational legal expert with an early warning system. However, do not think that you are going to be a lawyer. Many trustees have got into trouble because they did not consult a lawyer. The law is not black and white. It is very gray. It is not an exact science, it is an art.

Second, make your decisions carefully. Do not take hasty action. Get all the facts. Be consistent. Abide by written Board or other College policies and procedures. Disclose any conflict of interest and do not vote on matters in which you have an interest.

Third, employ competent counsel. See the end of this chapter for an excellent approach to selecting an attorney. Use your attorney. Follow his advice. Make sure that the rules, regulations and policies that are going to be adopted by your board are first examined by your attorney. Generally, it is best to employ a firm composed of several attorneys. The law

profession continues to have its head in the sand and pretend that all lawyers are competent to handle all fields of law, which is utter nonsense! The law profession is as specialized as the medical profession and one attorney cannot be competent in all fields. If you have a one or two man firm that is presently representing your college and doing a fine job, continue to use it. However, you may get into specialized matters, like labor issues. At that point, insist that your attorney recommend associate counsel that is specialized in that area. Again, employ competent counsel. It will save you money in the long run.

Fourth, obtain an errors and omissions insurance policy providing coverage for the board and college employees. Damage suits against college boards by dissident employees, students and other citizens are becoming more frequent. It is essential you have adequate insurance coverage to pay the attorney's fees incurred in defending such suits and any judgment the plaintiff might recover. Several companies write such insurance. Have your insurance agent obtain sample policies from all companies writing such insurance, give you a written recommendation as to which policy provides the broadest and best coverage, and purchase that policy even if it has a higher premium than the other policies.

Finally, do not think what happens in the courts is all important. The statutes enacted by your state legislature and by Congress and the rules and regulations adopted by your various state and federal agencies, will have a greater bearing on your institution than court decisions. So, organize effectively on the state level. Sharpen your political skills. Do not hesitate to engage in the lobbying process with the legislature, Congress and the various state and federal agencies. You can win or lose a court decision here and there, but what happens in the legislature and various agencies will have a much greater effect on your institution. You can win an inning in a court and lose the whole ball game in the legislature.

If you develop a working knowledge of the law, make your decisions carefully, employ and use competent counsel, and do your homework in the legislature and agencies, you will generally avoid legal problems. If you do none of these things, you are headed for disaster and you had better budget a good share of your funds for legal expenses to get you out of the troubles that you are going to be in.

ADDENDUM

SELECTION, USE AND EVALUATION OF THE COLLEGE ATTORNEY[1]

By

Ray Hartstein
Board of Trustees
Oakton Community College
Morton Grove, Illinois

OUTLINE FOR PRESENTATION

A. Introduction

B. Selection of the College Lawyer
   1. Determine Intended Use
      — Complete Involvement
      — Special Matters and Lawsuits Only
      — Combined Routine and Other Services
   2. Develop Requirements for the Position
      — Job Description
      — Criteria for Selection
   3. Check Sources for Selection
   4. Screen Candidates with Board Committee
   5. "Check Out" the Final Candidates
   6. Have Board Make Selection

C. Use
   1. Secure Agreement on Method of Operation and Charges
   2. Orient Attorney on the College
   3. Establish Procedures for Use of Attorney
   4. When Should the Attorney Become Involved?
   5. For What Should an Attorney be Used?
   6. To What Extent Should the Attorney be Used?

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[1]From a presentation given at the Association of Community College Trustees Central Region Seminar, Kalamazoo, Michigan, May 20-22, 1976. Reprinted with permission. Ray Hartstein is Vice President of the Illinois Community College Trustees Association and has served on its Board and as Educational Director for some time. He is Founding Chairman of Oakton Community College, Morton Grove, Illinois where he has been Chairman for 4 years and Vice Chairman for 2 years during the last 8 years. Hartstein has lectured and written extensively on all aspects of the Community College Trustee.

D. Evaluation
   1. What You Can or Cannot Expect from Your Attorney
   2. Evaluation Aspects
      – Quality of Service
      – Personality and Relationships
      – Fees

E. Conclusions

A. INTRODUCTION

The relationship between the lawyer and the Trustees involved in higher education is increasing daily. This phenomena may have gotten its impetus from the activities of the sixties, but it appears to be running full speed ahead in the seventies.

The need for legal counsel became apparent to most college Trustees and administrators during the sixties when a number of court suits were brought by or on behalf of students challenging the authority of the college to regulate student conduct. This serious challenge to the legality of college actions in relation to student rights and responsibilities was supplemented by student demonstrations and disruptive activities of students. This forced Trustees and administrators to utilize attorneys in defense of litigation instituted by students and in prosecution of applications for injunctions against student groups that threatened harm to the institution.

But a number of developments are increasing the importance of this legal relationship between Trustees and administrators and their counsel. Students are filing "consumer suits" claiming they are not receiving the education they bargained for; the increasing unionization of college personnel, both faculty and classified staff are requiring more use of the attorney, not only in the normal collective bargaining process, but in more frequent lawsuits; personal liability of all kinds is being imposed on Trustees in the performance of their duties; and a multitude of state and federal laws on equal employment, right to privacy, health and safety, etc., have been passed which are calling for the use of the college attorney.

Thus it is imperative that the college Trustees and administrator become fully aware of the basic issues in the selection, use, and evaluation of their attorneys and become fully aware of the issues that may contain serious legal implications and liabilities, and sharpen the Trustee's intuition on when to consult legal counsel and be aware of potential legal issues before they arise.

It is hoped that the following concepts, devoid of legalese and based upon experience of a lay Trustee will provide sufficient basic data to assist the Trustee in coping with the legal relationships which he will encounter in the period ahead.

B. SELECTION OF THE COLLEGE LAWYER

Many colleges who are just getting started, look around and find that since most other colleges have an attorney they too should find one, or they are confronted with a "knitty gritty" problem that seems to require a lawyer and they start the search. Other colleges who have become disenchanted with their counsel for one reason or another attempt to seek out a quick replacement. Experience has shown, however, that it is not a hit and miss process but one that requires a methodical procedure and as much time and effort as would be used to select the top administrators of the college or a special counsultant. An approach used by some is as follows:

1. Determine Intended Use

A college should select an attorney based upon the use they want to make of him and *not* first select an attorney and later determine how they will use him. This use will range from complete involvement in all kinds of decisions (not necessarily limited to purely legal matters) to only minimal use when there is a lawsuit.

Typical ways colleges utilize lawyers are as follows:

Complete Involvement—if complete involvement is desired, it might be worthwhile to consider full-time in-house counsel and retain outside counsel only for special matters. Obviously this is an advantageous arrangement for the counsel becomes fully familiar with the total scope of the college's operations and activities. On the other hand it is the most expensive and is usually done only by large institutions.

Special Matters and Lawsuits Only—in this instance outside counsel is secured only for special matters and lawsuits. It is thought by some to be the best because it is cheaper, but it does have some substantial drawbacks. It could actually be more expensive in the long run because the lawyer is not familiar with the institution and would have to spend more time gathering facts. Then, too, the administrative staff normally doesn't have a chance to work with the lawyer over a long period of time, and their unfamiliarity with what they may look on as "peculiar demands" from the lawyer (which he looks on as essential) could cause confusion and delay. Both drive up the legal fees.

Combined Routine and Other Services-the most common use of a lawyer is a combination of the two extremes cited above. Usually a law firm is retained on a combined fee basis, that is, a retainer fee for which the lawyer performs routine services and an added hourly fee for more specialized services.

2. Develop Requirements for the Position

Once a Board of Trustees has determined the intended use of the

counsel it is essential to establish what is often referred to in personnel circles as "manpower requirements." This should take the form of general duties you will expect of the lawyer(s) and some of the personal qualifications required of the newly hired attorney as well as some of the criteria you will use in selection.

Job Description—some colleges have written job descriptions spelling out the general duties of the lawyer. One such job description was set forth by a college president in a recent issue of the *Community and Junior College Journal*, as follows:

LEGAL COUNSELOR FOR COLLEGE

The legal counselor for the college district provides services related to non-litigated school law. He serves at the pleasure of the board while carrying out the following primary duties and responsibilities:

1. To be available to the trustees and president for immediate consultation.
2. To serve as a legal resource in the development and interpretation of district policy and procedures.
3. To serve as legal resource on all contractual relationships involving the district or personnel of the district.
4. To serve as the district's chief interpreter of State laws.
5. To provide legal advice and confirmation of personnel and district compliance with all state and federal statutes.
6. To be primarily responsible for advising the board of trustees and president on court cases, legal proceedings or other legal matters which may have potentiality for impacting college personnel or the district governing board.
7. To review board agendas, supporting materials, and official board minutes from a legal viewpoint and provide appropriate legal advice to the board before its meetings and before final adoption of the board minutes.
8. To serve as a primary legal resource and advisor to the board of trustees and president and, when necessary, recommend specialized legal services."

Criteria for Selection—whether selecting a law firm or an individual lawyer some of the following criteria would prove helpful in the selection of the attorney for your college:

- *Type of practice*—does the person or firm practice "school law" or are they highly specialized in some specialized field?
- *Competency*—how competent are they? Do they have a good reputation among colleges served, among other attorneys and in the community at large?

- *Adequately staffed to promise service needed*—is their level of staffing sufficient to handle the tasks or if two persons were assigned to an urgent problem, would it "wipe out the office?" Are they equipped with research facilities and a good library as well as manpower to provide service to the institution?
- *Diversity of talent to match college needs*—with the variety of items needed at the college for contracts, property, labor law, fair employment, etc., can they provide the diversity of competency to match the needs of the college? Can persons of this talent call on others in the firm?
- *Experience*—how much experience do they have or are they new at "school law?"
- *Maturity of lawyers*—even though age as such is not a factor, are the lawyers mature enough to deal capably with all parties concerned?
- *Other clients*—are they working with clients with comparable problems to ours; i.e., other community colleges, universities, elementary or high schools? Obviously if they use and have worked with such clients the college can reap benefits on "cross fertilization" and save time and money.
- *Rate of fees*—are the fees in line with those of other comparable attorneys?
- *Professional applications*—are the attorneys affiliated with an association like the National Association of College and University Attorneys? If so, they can glean much from the data base established without doing additional research.

3. Check Sources for Selection

Once a Board of Trustees has determined its intended use of counsel and developed a job description and established criteria for selection, it may start to check sources for selection. Even though, here again, the intended use will determine the direction, some of the following sources may prove helpful for most selections:

- National Association of College and University Attorneys
- Key law school chairmen, professors, and/or placement bureaus
- American Bar Association and its placement service
- Ads in legal publications
- Ads in newspapers and journals; as, *Chronicle of Higher Education*, *Wall Street Journal*, *New York Times*, etc.
- State and national trustee associations
- Trustees and administrators of other colleges
- Law departments of private companies or institutions
- Lawyers in private practice

As was cited above, the sources are often dependent upon the intended use of the lawyer.

Full-Time In-House Counsel—a Board may check the sources, as, associations, placement offices and journals for an in-house counsel but it should be aware of some key concepts in seeking out these sources for selections.

Lawyers tend to sort themselves out into those who prefer captive client (in-house) work and those who prefer private practice.

Usually a beginning lawyer hasn't had enough experience to make a decision about this and since he's relatively anxious to get a job and "get going" in something, many take in-house counsel jobs. This means that the institution can pay less for the lawyer, but it also means that he doesn't have a lot of experience. It also means that he may stay a year or so and decide he'd rather be in private practice with a firm.

A more experienced lawyer who prefers in-house work can be found from another institution or private company that has a law department.

Occasionally a lawyer will leave a private practice to become in-house counsel.

Private Firm on a Retainer Basis—the sources of a private firm on a retainer basis will come primarily from either of two categories:

Law Firms with Municipal Departments—in large cities it is not unusual to have large law firms; i.e., those with 20 lawyers or more that have "municipal departments" with sub-sections specializing in "school law" or firms that are composed entirely of specialists in "school law." Then there are some firms who have lawyers who may have had some experience with municipal work, but are not as familiar with it as a specialist.

General Practitioners—for the Board of Trustees who would prefer not to confine its selection to "school lawyers" or is prohibited by the lack of such firms in the area of the country where the college is located, a general practitioner may be sought.

Lawyer Selected on an "Ad Hoc" Basis—for the Board seeking a lawyer who specializes in collective bargaining or tax, etc., there are firms or lawyers who should be selected because of their experience in the type of legal problems in question.

4. Screen Candidates with Board Committee

Whether a written proposal is requested or not, a Board committee should call upon the law firms and interview the key partners of the firm using the job description and criteria as the basis for the interview. In addition to the interview one should get an opportunity to personally

check the resources and organization of the firm "on the scene" and get a better idea of the workings of that firm.

Even though the firm may have an excellent reputation and the key partners appear to meet the criteria, it is essential to ask which attorney would be assigned to your college and get an opportunity to interview him or her in depth. After all, like any consulting firm, it's not the firm you will deal with on a day to day basis but the attorney assigned to the college.

5. "Check Out" the Final Candidate

Just as reference checks are essential in any final selection of persons to be employed, the same process is essential before making your final choice of a law firm attorney. It may prove helpful to talk to some of their clients, some of their adversaries, some of the government agencies, boards or judges they may have appeared before and also discuss their performance with the attorneys of the state trustee association.

6. Have Board Make Selection

After having made reference checks on the final candidates, the Board of Trustees may in its entirety have the final candidates appear before it and then make the final selection.

C. USE

1. Secure Agreement on Method of Operation and Charges

Once a law firm and/or attorney has been selected it is important to develop the guidelines that will determine specifically what the attorney will do and on what basis he or she will be paid. For example, if the firm is to provide combined routine and specialized items, it should be "spelled out" quite clearly as to what will be done for the monthly retainer and what will be done and charged for by an hourly charge. Then, too, make sure it is understood what the hourly charge will be for a senior partner or junior associate of the law firm. (See copy attached entitled, "Agreement on Services to be Provided and Calculations of Fees for the College Attorney.")

2. Orient Attorney on the College

The attorney can't properly serve the institution if he or she is not properly oriented on the college. Of course, if the attorney is hired as an in-house counsel it is much easier to become familiar with the everyday operations. But if the attorney is one from a firm maintained on a retainer or called in for specialized tasks, the lawyer should be oriented on the scope of the college's operations and activities and receive a broad orientation into the program responsibilities of the

college to enable the counsel to assume an active and informed part in the legal process.

3. Establish Procedures for Use of Attorney

Even though it is normally understood that the attorney works for the institution and serves at the pleasure of the Board, individual Board members and/or administrators can be calling upon the attorney for any and all purposes. Such misuse can be avoided if a procedure is established when the attorney or firm is first employed. A typical procedure may be as follows:

All requests for legal assistance should be forwarded through the Chairman of the Board or President of the college.

a. The majority of contacts can be made by the President, but for a Trustee who feels that the matter is a sensitive one that he prefers not to forward in that direction, the Chairman of the Board can make the contact.

If the contact was in verbal form the President or Chairman can relate the response to the Board verbally at the next meeting or in writing to all Board members.

If the legal assistance sought is a proposed policy or ruling that required extensive research, the document can be forwarded to the Chairman and President who in turn can supply copies to all Board members.

4. When Should the Attorney Become Involved?

Experienced administrators can usually evaluate a problem situation in its early stage of development and sense whether or not there will be any legal complications. The lawyer should be called in as soon as a problem is recognized as a potential "legal issue."

The difficulty arises in cases where the administrator is inexperienced and doesn't see that he is in trouble, or where he tries to cut budget corners and doesn't call on the attorney "just yet." He could miss a statutory deadline or lose an entire case.

An ethical attorney will not fee build, that is he will not perform unnecessary work just to increase his number of hours on the case. Therefore calling him at the first sign of a "legal problem" will not substantially increase legal expenses and has the advantage of giving the lawyer a "fighting chance" in the case.

5. For What Should an Attorney be Used?

The issues upon which the college attorney may be called will vary considerably from institution to institution, and will depend upon the makeup of the Board, the maturity of the institution, and nature and type of administrators at the helm, but in general the following are types of items for which attorneys are used:

- Drafting or review of contracts
- Acquiring or disposing of property including condemnation suits
- Reviewing of the legality of employment practices including discrimination charges, collective bargaining matters, employee discipline, faculty rights, etc.
- Advising on student rights and responsibilities and activities of student organizations and publications
- Auditing of the legal authority of the college on financial matters, such as to collect "chargeback," student activity fees, collect or expend state or federal funds, analyze tax aspects of a foundation, etc.
- Examining of college activities as they relate to possible liability of the institution or its Trustees and administrators
- Doing legal research to provide advice on the college decisions and courses of action
- Providing preventive advice which will save the college from formal litigation or other challenge to its management decisions
- Writing or checking of college policies and procedures to be sure that they are in compliance with applicable law and are enforceable as drafted and can be implemented
- Representing the college at hearings that are the result of actions by the college affecting faculty or students
- Protecting the college interests from infringement by state agencies, courts and proposed legislation into the administration of the college

6. To What Extent Should the Attorney be Used?

Dependent upon the stage of growth and development of an institution and the Board make-up the attorney can be over-used, under-utilized or misused.

At the beginning of a relationship the lawyer may be asked to attend meetings regularly and be called upon for any and all matters, many of which may appear to be trivial. After the lawyer and institution have had a period of time to work with each other, the responsible lawyer will soon advise how the institution can handle some problems without his assistance.

After this initial period, asking the lawyer to perform "non-legal" services is an expense that should be avoided. However, some Boards feel more comfortable in referring a number of items to the attorney; for them it's like buying an insurance policy. Other Boards that are divisive in nature often find referring matters to an attorney helps settle a matter when no concensus can be reached or when one group is challenging another faction. Still others refer unnecessary matters to the attorney either because one Board member asked a question or to

pacify a vocal Board member. This certainly appears to be a misuse of the attorney's time and the taxpayer's dollar.

Some Boards who have the attorney attend all Board meetings at the beginning of their relationship later change their procedure to have the attorney attend only as needed and thus feel freer to call upon the attorney for more "quickie" phone calls. Through this change in procedure the Board and administration can get more for their lawyer dollar and secure answers to routine problems and inquiries attributed to the regular retainer charge.

D. Evaluation

The relationship with the Board attorney is not completely explored with the "selection" and "use" aspects. To complete the cycle the Board must constantly evaluate the attorney to determine if the service needs to be improved or changed in any way. This should be done at least once a year.

Prior to such evaluation, however, the Board must understand:

1. What You Can or Cannot Expect from Your Lawyer

First, you can expect that your lawyer will give you sound legal opinions, based upon his experience and research of law. You can also expect that he will advise you of practical steps you can take when you are in a legal problem. In short, you can expect him to place you in such a position that you will be able to decide what course of action you should take.

You cannot, however, expect your lawyer to make decisions for you. This is the obligation of the Board and administration. You cannot expect him to "win every time" because he can only work with the facts as they exist and apply the law to them to determine the result.

2. Evaluation Aspects

The college lawyer may then be evaluated from three standpoints:

1. Quality of Service

a. Does the lawyer answer your questions off-the-top-of-his-head, or does he research the problem first?

Obviously, not every question needs to be researched, especially if he is an experienced specialist. But even the experienced specialist has to refresh himself, or examine new material.

b. Is the lawyer thorough and prompt in his responses to your inquiries?

c. Is he consistent in his opinions?

d. Does he give you written opinions in which he states the law upon which he bases his opinion?

e. Do the opinions recommend practical solutions to the problem, even though they may not be the ones you hoped to hear?

f. Does he keep himself aware of new state and federal legislation as well as court decisions that may affect the college and keep you regularly informed?

g. Does he keep you fully informed about pending matters and communicate well with the Board and administration to meet needs?

h. Is the lawyer available for consultation and advice when needed?

i. Does he refrain from deciding for you?

j. Does he give you enough information so that you can decide for yourself?

2. Personality and Relationships

a. Does the legal counselor deal well with the Board and administration, and exhibit good judgment in his relationships with the Board and the administration?

b. Does he behave in such a manner as to earn and maintain confidence?

c. Does he give you the feeling that he knows what he is talking about?

d. Does he have mannerisms that irritate you (apart from the fact that he may ask you to do things that you don't want to do, or give you opinions you don't want to hear)?

e. Does he work well with adversaries? For example, is he firm in an adverse situation without turning it into a shouting match?

3. Fees

a. Are his fees commensurate with those charged by other attorneys who have the same degree of experience and expertise?

b. Is he fee-building?

c. Does he bill you promptly?

d. Does he send you an itemized bill in which he describes in detail the work he performed?

e. If you have questions about his bill, will he discuss them with you and support the charges?

E. CONCLUSIONS

In conclusion it can be seen that the number of developments in higher education more and more are requiring that a college retain or employ legal counsel. The Board or its administration cannot know the law but must become more and more aware of issues that may have legal implications and know when to seek such assistance from its attorney(s). In addition, the Board of Trustees and its administrators must be aware of the essentials required in the selection, use and evaluation of its attorneys. This paper was in no way developed to provide a thorough exposition of the subject, but it is hoped that it provides some general guidelines to meet these goals.

AGREEMENT ON SERVICES TO BE PROVIDED AND CALCULATION OF FEES FOR THE COLLEGE ATTORNEY

A. General Guidelines

1. All items should *not* be billed on a straight time basis. In some cases research will be required on a problem that has occurred or is occurring and should be charged on basis of time utilized by the attorney.
2. Hourly rate charges should vary based upon the attorney at the firm handling the special work; an experienced attorney may be able to answer a question in 5-10 minutes; an inexperienced one may have to research the item for three hours.
3. The college should be billed on a monthly basis; a retainer should cover routine items; special items should be calculated separately.

B. Typical Routine Items to be Covered by the Retainer

1. Attend meetings
2. Discuss agenda items on phone
3. Be available to Board of Trustees through its Chairman and the President on day-to-day basis and give opinions about simple problems informally
4. Examine routine documents
5. Review minutes to determine legal sufficiency, including minutes on acquisition of property, tax levies, budget, etc.
6. Prepare simple resolutions

7. Draw up or review minor contracts for such positions as President, Administrators, Architects, Real Estate Consultants, etc.
8. Handle questions in conformance with code for such items as chargebacks, etc.
9. Advise about changes in the law and administrative procedures
10. Make suggestions about how to avoid legal disputes
11. Check leases
12. Provide normal advice on specialized areas, as condemnation, labor negotiations, elections, etc.

C. Typical Specialized Items for Separate Billing

An hourly fee may be added to the above retainer fee for specialized work, preparation, and services provided on such items, as:

1. Representation on litigation
2. Representation before administrative agencies
3. Property or land acquisitions including condemnations
4. Building construction
5. Boundary changes
6. Taxation and finance including tax anticipation warrants, bond issues and referendums
7. Labor negotiations and disputes
8. Relations with students and faculty
9. Elections and election disputes
10. Opinions requiring more than casual research

CHAPTER 6

The Trustee and Political Action

"Community colleges and politics don't mix." This view is held by many trustees. Nothing could be further from the truth. In fact, those who hold this view may be doing a disservice to their institution. Politics is an integral part of the life of any trustee. Webster defines politics as "the act or science of government." If we keep in mind this definition and do not confuse politics with just political parties, every community college trustee should be involved in the political process.

A trustee's first involvement in the community college political process is his selection for office. In states where trustees are elected the individual must circulate petitions, conduct a campaign and win an election. Even in those states where trustees are appointed the selection is a political process. The governor, local sponsor or other government official makes the appointment. The appointment is not made in a vacuum but is made in the arena of politics.

Once a trustee takes office his involvement in the political process does not end. Quite the contrary. If he is to successfully serve his college he must constantly be involved in attempting to influence actions of other governmental officials. These may include local school board members, county commissioners, state legislatures or members of Congress. Local, state and Federal governments are replete with appointed or elected officials whose decisions greatly affect the welfare of the community colleges. Influencing those decisions is an important role of the college trustee.

Boards of Trustees acting alone do not influence local governmental officials. However, individual boards may have little effect on state or federal officials except when acting in concert with other boards. In order to be effective in the political process trustee participation in state and national associations, coordinating efforts with others, is advisable.

State Associations

Several state trustee organizations are in existence. Some state associations involve only board members. Other state associations are umbrella organizations, that is an association representing trustees, administrators, faculty and students. In Michigan trustees and presidents have combined in the Michigan Community College Association (MCCA). In a few other states trustee associations are being planned. I believe every board should join the state trustees organization if one exists or should immediately work with other boards to establish a state trustees association.

The Michigan-type association, involving presidents and trustees, has proved quite effective. MCCA is generally considered one of the most politically effective educational organizations in Michigan. Combining the professional expertise of the president with the political acumen of the trustee has produced results. The presidents and trustees have found that their interests are not different. To insure that neither element becomes dominant, the presidency of MCCA is rotated between a president and trustee, the executive committee is evenly split and the board of directors consists of the president and one trustee from each institution. The MCCA by-laws follow this chapter.

Any state association to be effective must have an adequate budget and sufficient staff. It is estimated a minimum of $75,000 annually is needed to operate a state association providing a full range of services. The first thing to be done after establishment of a state association is the hiring of a competent executive secretary. In states with more than a few community colleges the executive secretary will need a professional assistant if the association is to provide adequate services to its members. Also sufficient clerical employees will be needed.

The association office should be located in the state capitol. The association should employ a professional legislative representative. Experience and ability in that area are the most important criteria for the executive secretary if he is to occupy that role. Some associations have seen fit to employ a legislative representative separate from the executive secretary although working closely with him. Regardless of his title a legislative representative is valuable to a state association.

Each member institution should be represented on the state association board of directors. An executive committee can handle the details involved in the day to day operations of the association. However, basic policy decisions, particularly those involving legislation, should be made only by the board of directors on which all colleges are represented. This requires regular meetings of the board. The frequency of these meetings is determined by a number of factors, primarily the length of the annual legislative session. No association board should meet less often than quarterly and in some states monthly meetings are desirable.

National Associations

On the national level three associations serve community college trustees. One, the Association of Community College Trustees (ACCT) serves and represents only community college trustees. Since its separation from the National School Board Association, ACCT has experienced phenomenal growth. It employs a highly competent staff, including a Director of Federal Relations, and maintains its office in Washington, D.C. The Director works with a Committee on Federal Relations. Every governing board of a public community college or technical institute should join ACCT.

The American Association of Community and Junior Colleges (AACJC) is the national organization for all public and private two year colleges. It is umbrella in nature in that it serves all segments of the junior and community college movement. However, its leadership consists primarily of presidents. It maintains an extremely effective Governmental Affairs Office. That office works with the Commission on Governmental Affairs appointed by the AACJC Board. Some Commission members are trustees. A liaison committee with representatives from each association coordinates the efforts of ACCT and AACJC. Most two year colleges belong to AACJC. All should.

The Association of Governing Boards (AGB) solicits membership from community colleges. Its publications for trustees are excellent. However, its membership is overwhelmingly made up of four year institutions and its emphasis is in that area. Consequently, it has had very limited appeal for community college boards.

Individual Political Effort

While state and national associations employing professional legislative representatives are desirable, success in the political arena is ultimately dependent upon the efforts of individual boards and individual trustees. Associations can coordinate the political effort. Associations can inform legislative bodies and executive agencies on the one hand and its membership on the other. However, it is the effort of each individual institution that brings about the desired results in the political arena.

How does a trustee effectively engage in the political process and influence the decisions of other public officials? First be informed and be honest. There is nothing any person, particularly an elected official, resents more than being given erroneous information, intentionally or unintentionally. Before contacting an official on any proposal read it carefully. Thoroughly investigate its ramifications to your college. Only after being completely informed should you then contact the Congressman, legislator or other official and express your views. Your demand

for support of or opposition to any proposal should be backed up by facts and carefully reasoned argument.

Correspond frequently with your elected representatives. Do not rely on letters alone. On urgent or extremely important matters use the telephone. When you leave your name and title even a United States Senator will generally return the call.

Nothing is more effective than personal contact. Either our President or I go to the State Capitol at least every other week. Not only do we meet with our own legislators but we visit legislators from other areas who hold key committee positions. Further, we visit the members of both the Senate and House fiscal agencies. Finally, we stop by the offices of the State Department of Education and visit various staff members. The purpose of these visits is not just to express our opinions on pending matters but to make these various officials aware that we are vitally interested in what is going on and are looking to them for continued support for our positions. Also, we seek information as to matters which may not yet be public knowledge.

Obviously it is not possible to visit Washington, D.C. every other week. Both AACJC and ACCT urge presidents and trustees to visit our national capitol at least once a year to make the rounds of Congressmen and the U.S. Office of Education. Our President and I do this. Every community college president and at least one member of the board should.

Many presidents and trustees are hesitant to insist upon a commitment from a legislator. This is ridiculous. You have a right to know your legislator's position on a matter. In fact, on major pieces of legislation our state association keeps a chart containing the names of every legislator and whether they are supporting, opposing or uncommitted towards the community college position. When a legislator is hesitant to commit himself a board should pass a resolution at its public meeting supporting or opposing the pending legislation and directing the president or chairman to contact the legislator and report back his position at the next meeting so he has to publicly support or oppose the college.

Develop a positive legislative program within your state association. Do not just react to legislation proposed by others. Develop your own proposed legislation and have it introduced into the Legislature by friendly Senators and Representatives.

At the beginning of each legislative session our board holds a dinner meeting with all of the legislators from our district. We present our tentative budget and advise them of our financial needs for the coming year. We discuss other matters of concern to the college and ask for their support. Other luncheon or dinner meetings with our legislators are held throughout the year as needed. Several times during the year we invite our legislators to special events on the

campus. We make sure they completely understand and appreciate the programs of the college.

A board should never hesitate to honor those public officials who have demonstrated exceptional support for the college. I know of one college where the newest building on the campus bears the name of its state senator who happens to be chairman of the appropriations committee. Presentation of honorary degrees or distinguished service awards is another means of thanking people for their support. A Senator _____ Day with a luncheon and tour of your campus is another way to make a legislator supportive of your institution. Always include the news media in these matters. A politician enjoys favorable publicity.

Legislators generally want to serve the needs of their district. The community college is a vitally important part of their district and if properly informed they will inevitably support the college. There is no reason, in a state with a well developed community college system, that community colleges should not be the most politically effective educational force. State colleges and universities can really influence only the legislators from the area in which they are located. Even the legislator who is an alumni of a state university is more influenced by the community college which employs hundreds and serves thousands of his constituents.

The most effective way to influence a legislator is to contribute money or time, or preferably both, to his election campaigns. Although I am a Republican I have contributed money, work and support to Democratic legislators who have supported Jackson Community College and whose votes on various bills have been in the best interests of the college.

Presidents generally are more influential with staff members of various agencies. They are professionals relating to professionals. On the other hand trustees generally are more effective in influencing elected officials because they are politicians. A trustee is a political animal. If he is to truly serve his college he must be involved in the political process.

ADDENDUM

BYLAWS

MICHIGAN COMMUNITY COLLEGE ASSOCIATION

ARTICLE I – NAME AND PURPOSE

Sec. 1. **Name.** The name of the corporation is Michigan Community College Association.

Sec. 2. **Purpose.** The purpose or purposes for which the corporation is formed are as follows: The purpose of the Association shall be the advancement of the community college movement in the State of Michigan; more specifically, the purposes shall be:

(1) to exchange ideas relative to the role of community college governing boards and chief administrators;

(2) to work with the State Board for Public Community and Junior Colleges;

(3) to study, initiate, and support appropriate state and federal legislation as it affects community and junior colleges;

(4) to represent the public community and junior colleges in all matters in which collective action is necessary or desirable;

(5) to exchange information on legislative and administrative matters of mutual concern.

ARTICLE II – MEMBERSHIP

Sec. 1. **Regular Membership.** Any public community or junior college of the State of Michigan may become a member of the Association on payment of the current annual membership dues.

Sec. 2. **Withdrawal from Membership.** Any member college of the Association may withdraw therefrom by notifying the President of the Association of its desire to withdraw.

Sec. 3. **Suspension of Membership.** Any member college of the Association which is in arrears in its membership dues for more than six months, after July 1 in any year, shall be automatically suspended and removed from the membership roll of the Association, unless previous arrangement has been made for the later payment.

Sec. 4. **Affiliate Membership.** Any organization established by and representing community college administrators other than the chief executive officers thereof may, upon application to and approval by the Board of Directors, become an Affiliate Member. Any administrator organization desiring to affiliate with the Association shall set forth in its request the organization's identity, purpose, membership criteria and form of governance. Approval by the Board of Directors and written notification to the organization constitute official recognition and affiliation with the Association.

Representatives of affiliate members may not vote or hold elective office in the Association. The Board of Directors may withdraw formal affiliation by a written thirty (30) day notice.
(History: Add. MCCA Minutes, p. 7, May 20, 1972)

ARTICLE III – DUES

Sec. 1. **How Prescribed.** The membership dues shall consist of an annual basic dues plus additional dues based on the number of full-time equated students in the member college for the previous year. Such dues shall be established by the Board of Directors.

Sec. 2. **Purpose.** Dues and assessments shall be used for the purpose of financing the annual budget as approved by the Board of Directors.

ARTICLE IV – FISCAL YEAR

Sec. 1. **Fiscal Year.** The fiscal year of the Association shall be from July 1 to and including June 30.

ARTICLE V – MEETINGS OF THE MEMBERSHIP OF THE ASSOCIATION

Sec. 1. **Annual.** The annual meeting and convention of the general membership of the Association shall be held in June at a time and place to be determined by the Board of Directors.
(History: Amend. MCCA Minutes, p. 14, December 7-8, 1973)

Sec. 2. **Special.** Special meetings of the general membership of the Association may be called by the President or by a majority of the Directors. Written notice of the time and place of any special meeting shall be mailed to each member board at least fourteen days in advance of the date set for the meeting. Such notice shall state the purpose for which the meeting is called; no other business shall be transacted thereat.

Sec. 3. **Quorum.** The presence of delegates from one-half of the member colleges shall constitute a quorum.

Sec. 4. **Voting.** The chief administrator of each member college and one member of the governing board of each college, to be designated by such governing board, shall be the official delegates at each meeting of the Association. Prior to each meeting of the Association, the governing board of each member college shall certify such delegates to the Secretary of the Association. Each member college shall be entitled to one vote upon all matters submitted for vote.

ARTICLE VI – OFFICERS

Sec. 1. **Personnel.** The officers of the Association shall be President, Vice-President, Secretary, and Treasurer. The President, Vice-President, and Treasurer shall be members of the Board of Directors.

Sec. 2. **Election.** Officers shall be elected annually at the annual meeting of the Association. The President shall be either a chief administrator or a member of a governing board of a member college. If the President is a chief administrator, the Vice-President shall be a governing board member; and if the

President is a governing board member, the Vice-President shall be a chief administrator. The offices of President and Vice-President shall alternate annually between a member of a governing board and a chief administrator.

Sec. 3. **Term of Office.** The term of office of all Association officers shall be for one year, or until their successor is elected. No person shall be elected for more than two consecutive terms to the same office. The term of office shall coincide with the fiscal year of the Association.

Sec. 4. **Duties.** The officers shall perform the duties described for each office by Michigan General Corporation Laws, such duties as usually pertain to their respective offices, and such duties as may be specified by the Board of Directors.

Sec. 5. **Vacancies.** In case of a vacancy in any office, the vacancy shall be filled by a majority vote of the Board of Directors at its next meeting.

ARTICLE VII – BOARD OF DIRECTORS

Sec. 1. **Board Membership.** There shall be a Board of Directors composed of the chief administrative officer of each member college and one member of the governing board of each college to be designated by such governing board. The governing board of each member college shall also designate an alternate who shall serve in the absence of its governing board member Director of the Association. In case a member college's chief administrator, regular and alternate governing board member Directors are unable to attend a meeting of the Board of Directors of the Association, the governing board of such a college may designate another administrator or governing board member to represent the member college at that meeting only.

Sec. 2. **Selection.** Prior to July 15 each year, each member college shall certify to the Secretary of the Association its members of the Board of Directors.

Sec. 3. **Quorum.** Directors from a majority of the member colleges shall constitute a quorum.

Sec. 4. **Duties.** The Board of Directors shall have responsibility for the accomplishment of the purposes of the Association, as established from time to time, within the procedures provided in these by-laws and shall be solely responsible for establishing policy of the Association. The Board of Directors shall employ an Executive Secretary who shall serve as Secretary of the Association. The policy established by the Board of Directors for the administration and operational details of the Association shall be incorporated in a policy manual.

(History: Amend. MCCA Minutes, p. 21, July 24-27, 1970)

Sec. 5. **Meetings.** The Directors shall meet during the months of January, March, April, June, July, September, and December at a time and place determined by the Board. Special meetings may be called by the President or a majority of the board. Notice of the time and place of any special meetings shall be mailed to each member of the Board of Directors at least five days prior to the date set for the meeting. Such notice shall state the purpose for which the meeting is called; no other business shall be transacted thereat.

(History: Amend. MCCA Minutes, p. 14, December 7-8, 1973)

Sec. 6. **Officers.** The officers of the Board of Directors shall be the same as the officers of the Association.

Sec. 7. **Vacancies.** In the event a governing board Director dies, resigns, or is no longer a member of the college's governing board, the governing board of the member college shall within 30 days designate a new Director.

ARTICLE VIII – EXECUTIVE COMMITTEE

Sec. 1. **Personnel.** The Executive Committee of the Association shall be composed of the officers of the Association, the officers of the Trustees Committee, the officers of the Administrators Committee, and the immediate past president of the Association.

(History: Amend. MCCA Minutes, p. 21, July 24-27, 1970)

Sec. 2. **Duties.** The Executive Committee shall possess those powers as shall be delegated by the membership of the Board of Directors. The Committee shall prepare an annual budget to be approved

by the Board of Directors at the January meeting and shall provide for an annual audit of all Association revenues and expenditures at the end of each fiscal year. The Committee shall serve as a planning committee for the Association, and shall be responsible for preparation of the agenda for all meetings of the Association, including meetings of the Board of Directors, Trustees Committee, and Administrators Committee.
(History: Amend. MCCA Minutes, p. 21, July 24-27, 1970)

Sec. 3. **Limit of Number of Members.** No member college shall have more than one member on the Executive Committee.

ARTICLE IX – TRUSTEES COMMITTEE

Sec. 1. **Membership.** There shall be a Trustees Committee consisting of the governing board members of the Association Board of Directors.

Sec. 2. **Officers.** The officers of the Committee shall be Chairman, Vice-Chairman, and Secretary who shall be members of the Committee. The Chairman shall be the President or Vice-President, as the case may be, of the Association. The other officers shall be elected at a meeting of the Trustees Committee at the annual meeting, following the election of officers of the Association.

Sec. 3. **Purpose.** The purpose of the Committee is to exchange ideas relative to the role of community college governing boards and the responsibilities of individual board members and to discuss matters of mutual interest to the community college governing boards.

Sec. 4. **Quorum.** A majority of the members of the Committee shall constitute a quorum.

Sec. 5. **Meetings.** Meetings of the Committee shall be held in conjunction with meetings of the Board of Directors.

ARTICLE X – ADMINISTRATORS COMMITTEE

Sec. 1. **Membership.** There shall be an Administrators Committee consisting of the chief administrator members of the Association Board of Directors.

Sec. 2. **Officers.** The officers of the Committee shall be Chairman, Vice-Chairman, and Secretary who shall be members of the Committee. The Chairman shall be the President or Vice-President, as the case may be, of the Association. The other officers shall be elected at a meeting of the Administrators Committee at the annual meeting following the election of officers of the Association.

Sec. 3. **Purpose.** The purpose of the Committee is to exchange ideas relative to the role of community college chief administrators and to discuss matters of mutual interest to the community college chief administrators.

Sec. 4. **Quorum.** A majority of the members of the Committee shall constitute a quorum.

Sec. 5. **Meetings.** Meetings of the Committee shall be held in conjunction with meetings of the Board of Directors.

ARTICLE X-A – AFFILIATE MEMBER COMMITTEES

Sec. 1. **Membership.** There shall be separate committees representing the affiliated organizations of administrative officers other than the chief executive officers. The committees shall be identified by functional titles.

Sec. 2. **Officers.** The officers of an Affiliated Member Committee shall be the duly elected officers of the administrator organization represented.

Sec. 3. **Purpose.** The purpose of an Affiliated Member Committee is to exchange ideas relative to the role of the administrative officer represented, to offer advice and counsel on matters of mutual interest to trustees and chief executive officers, and to serve as a resource to the Board of Directors.

Sec. 4. **Governance.** The autonomy of an affiliated administrator organization shall not be lost because of such affiliation.

Sec. 5. **Meetings.** An affiliated Member Committee shall meet with the Board of Directors upon request of either party.

(History: Add. MCCA Minutes, p. 7, May 20, 1972.)

ARTICLE XI – COMMITTEE APPOINTMENTS

Sec. 1. **Appointment.** The President shall, with the approval of the Executive Committee, appoint the members of the nominating committee and such other committees as may be established by the Board of Directors.

Sec. 2. **Tenure.** All appointments to committees shall terminate on the date of the annual meeting or for ad-hoc committees when the specific assignment has been performed.

Sec. 3. **Expenditures.** No committee shall create any financial liability for the Association, unless such an expenditure shall have been approved both as to purpose and amount by the Board of Directors.

ARTICLE XII – RESOLUTIONS

Sec. 1. **Initiation.** Resolutions may be initiated by a member of the Board of Directors, the Executive Committee, Trustees Committee, Administrators Committee, or a special committee designated to prepare resolutions.

ARTICLE XIII – AMENDMENTS

Sec. 1. **Initiation.** An amendment to, or revision of, these by-laws may be proposed by any member of the Board of Directors, the Executive Committee, the Trustees Committee, the Administrators Committee, or a special committee designated to propose by-law amendments or revisions.

Sec. 2. **Adoption.** No amendment or revision shall be considered for action by the general membership unless it shall have first been sent to the chief administrative officer and members of the governing board of each member college at least thirty days prior to the time action is to be taken. A two-thirds vote of delegates present and voting thereon shall be necessary for adoption of an amendment or revision. Unless otherwise provided, all amendments or revisions shall take effect immediately upon their adoption.

ARTICLE XIV – PARLIAMENTARY AUTHORITY

Sec. 1. The rules contained in *Robert's Rules of Order Revised* shall govern the Association in all cases to which they are applicable and in which they are not inconsistent with these by-laws, or Michigan General Corporation Laws.

ARTICLE XV – MISCELLANEOUS

Sec. 1. **Inurement of Income.** No part of the net earnings of the corporation shall inure to the benefit of, or be distributed to its members, trustees, officers, or other private persons except that the corporation shall be authorized and empowered to pay reasonable compensation for services rendered.

Sec. 2. **Legislative or Political Activities.** No substantial part of the activities of the corporation shall be the carrying on of propaganda or otherwise attempting to influence legislation and the corporation shall not participate in or intervene in (including the publishing or distribution of statements) any political campaign on behalf of any candidate for public office.

Sec. 3. **Operational Limitations.** Notwithstanding any other provisions of these articles, the corporation shall not carry on any other activities not permitted to be carried on (a) by a corporation exempt from Federal income tax under Section 501(c) of the Internal Revenue Code of 1954 (or the corresponding provisions of any future United States Internal Revenue Law) or (b) by a corporation contributions to which are deductible under Section 170 (c) (2) of the Internal Revenue Code of 1954 (or the corresponding provisions of any future United States Internal Revenue Law).

Sec. 4. **Dissolution Clause.** Upon the dissolution of the corporation, the Board of Directors shall, after paying or making provisions for the payment of all of the liabilities of the corporation, dispose of all of the assets of the corporation exclusively for the purposes of the corporation in such manner, or to such organization or organizations organized and operated exclusively for charitable, educational, religious or scientific purposes as shall at the time qualify as an exempt organization or organizations under Section 501 (c) (3) of the Internal Revenue Code of 1954 (or the corre-

sponding provisions of any future United States Internal Revenue Law) as the Board of Directors shall determine. Any of such assets not so disposed of shall be disposed of by the circuit court of the county in which the principal office of the corporation is then located, exclusively for such purposes or to such organization or organizations as said court shall determine, which are organized and operated exclusively for such purposes.

(History: Add MCCA Minutes, p. 14, December 7-8, 1973)

CHAPTER 7

The Trustee And Collective Bargaining[1]

Most educational boards have entered collective bargaining totally unprepared. Motivated by naive beliefs that "it can't happen in our institution" and the union is going to engage in "professional negotiations", rather than collective bargaining, dozens of unprepared boards have been beaten at the bargaining table, destroyed in the news media and watched their insitutions closed by striking employees. None of these things need happen to a college board that carefully prepares for collective bargaining.

The first thing you should do to prepare for collective bargaining is obtain and read a copy of John H. Metzler's *Collective Bargaining for Community Colleges* published by ACCT. It is the best book available on the subject. After you have read the book, attend the annual Collective Bargaining Academy held in conjunction with the ACCT annual convention.

Laws Requiring Collective Bargaining

Presently about half of the states require public employers to recognize employee unions and engage in collective bargaining. However, bills which would require collective bargaining with public employees have been introduced into the legislatures of almost every state where such laws do not currently exist. Also at least two proposed Federal laws covering collective bargaining by public employees are introduced every session of Congress.

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[1] Major portions of this chapter first appeared in the *Negotiator*, Association of Community College Trustees, 1975, pp. 14-24.

If your state does not have a law requiring collective bargaining with public employees, you should pull out all stops to insure that such a law, if enacted, is not one-sided in favor of the unions. Lobbying against enactment of an unfavorable collective bargaining act is as important to the future of your institution as anything else you do. From the management standpoint a good act contains the following:

1. A provision making strikes illegal.
2. Penalties for engaging in an illegal strike, e.g. decertification of the union and discharge of striking employees.
3. Provisions for boards to file unfair labor practice charges. Unfair labor practices carefully spelled out.
4. A list of those management rights not subject to collective bargaining or scope of bargaining restricted.
5. Provisions forbidding administrators to organize into a union.
6. No provision for compulsory arbitration of contract terms.

The least unfavorable law for a public employer is the so-called "meet and discuss" type. This requires the employer to meet with employee representatives and discuss wages, hours and other terms and conditions of employment. It does not require the employer to engage in formal collective bargaining or enter into a collective bargaining contract with the employee group.

If your state law does not require collective bargaining your board should not formally recognize a faculty union nor enter into a collective bargaining agreement with any employee group. This does not preclude the employees electing a committee to meet with representatives of the board to discuss working conditions. However, a board which recognizes a union and then enters into a formal, written agreement with that union, when not required to do so by law, is probably acting contrary to the best interests of the college.

Demand For Union Recognition

The collective bargaining process begins with a demand by one or more unions to be recognized as the bargaining agent for a group of employees. At the first hint of any union activity the board should immediately retain a specialist in labor law, preferably one who has prior experience representing public educational employers. If the law firm that normally represents the college doesn't have such a specialist then insist it refer you to an attorney who does specialize in labor law. Don't rely on a general practitioner to handle your labor matters.

When a demand for union recognition has been made the appropriate bargaining unit must be designated before an election can be held. The designation of the unit normally is made by mutual agree-

ment between the employer and union. In the absence of an agreement the designation is made by the employment relations commission after a formal hearing. The union wants an election as soon as possible. A board can delay the election for as much as a year in legal proceedings over designation of the bargaining unit. Use this leverage to obtain the unit you want by either keeping certain employees, such as department chairmen, out of the unit or including employees that you want in the unit.

Most collective bargaining acts give the employer the option of recognizing a union when it has cards signed by a majority of the members of the bargaining unit or requiring the holding of a secret ballot election. Even if a majority of employees in the bargaining unit have signed cards indicating their desire to be represented by the union insist upon an election. Many employees will sign cards because of peer group pressure and not because of a desire to be unionized. Use the period before the election to conduct a soft sell campaign with the employees. Most acts allow you to do this. However, there are certain things you cannot say or do and you must be guided by your attorney's advice in this regard. You can tell the employees why you feel they should not designate a union as their bargaining agent. While it is likely a majority will support the union in an election if a majority have signed the cards, it is possible that the union could lose the election. About one election in four is lost by the union.

Some board members will argue that requiring an election will antagonize the employees and make them more difficult to deal with. The contrary is true. If they think the board is going to be easy to deal with their demands and tactics will be outrageous. If they feel that they are dealing with a strong, united board they are much more likely to be reasonable in their approach to collective bargaining.

As has already been inferred, it is extremely important for the board to get in the right mood for collective bargaining. This means to recognize unionization for what it is. You will not be entering into professional negotiations where the concern of all is the welfare of the college and the people it serves. At the bargaining table the sole concern of the employees is their own interest. This is as it should be. Collective bargaining is an adversary procedure. Consequently the board must concern itself with the interest of the college and community in negotiations.

Many trustees are teachers or union members themselves. The natural inclination is to sympathize with the union. To do so constitutes a complete misunderstanding of your role. In your position as a board member you are management. Your actions must be solely on behalf of the stockholders of your college, the citizens of the college district. The employees are represented by people whose sole concern is the employees' interest. Your negotiator's concern must be the taxpayers, board, students and administrators, in that order.

Establishing Negotiating and Backup Teams

Once the union is duly recognized, the negotiation process begins. The board must establish its negotiating team. You must recognize that it is your team, not the administration's team. It is working for you and negotiates with the teachers on your behalf.

There are many viewpoints on the selection of a board negotiating team. There is common agreement among those experienced in negotiations that the team should not be too large. The most common number is three although some colleges use a single negotiator and others employ negotiating teams with as many as five members.

There are certain don'ts that every board should follow in creating a negotiating team. Don't put a trustee on the team. This brings too much power to the bargaining table. The faculty negotiators always have to go back to their membership for ratification. The board negotiators should have the same out, that is the ability to indicate that their agreements are subject to board approval. If a concession is made by a board member at the bargaining table it is almost impossible for the full board to later repudiate it. Some trustees have tried to sit in on negotiations without saying anything. Experienced union negotiators will work on a trustee with taunts such as "don't you as a board member have any thoughts on this point." Ultimately these result in unfortunate concessions by the trustee serving on the negotiating team.

Don't have your President serve on the negotiating team. After negotiations are completed the President must administer the contract. His ability to do so will be hampered if he participated on the negotiating team. Finally, don't include on the negotiating team first line administrators who are responsible for supervising the employees with whom they are negotiating. It is impossible to be a SOB at the bargaining table, which an effective negotiator has to be occasionally, and then deal with those employees later on a day to day supervisory basis.

One of the members of your team must be designated the chief negotiator. The question arises whether this should be an outside professional, such as your labor attorney, or someone from your staff. If you have no staff member experienced in negotiations, the first time around you should probably employ a professional. As a general rule a board is better off with an in-house chief negotiator. Train your own personnel to do the job. They will be more accepted by the union negotiators and have a better understanding of your institution's operations. If you use a professional negotiator, always have one or more staff members on the negotiating team.

Generally the team should consist of non-instructional administrators. Your business manager, controller, dean of administration or dean of student personnel services are likely candidates. Larger institutions should consider employing a full time director of personnel who would head the negotiating team. Whomever serves on your team, choose the

members carefully. An inept negotiating team can undo the most careful preparation.

In addition to the negotiating team the board should designate a backup team to advise and direct the negotiators. The President, instructional Vice-President or dean and some board members should be on the backup team. The board should give the backup team complete authority to direct negotiations.

Role of Board in Negotiations

The board has a limited role in the negotiating process. The board designates the negotiating and backup teams. Certain board members, including the chairman, should be on the backup team. The board sets the parameters of negotiations, i.e. those items which the board feels are strike issues. It sets the limit on economic issues. It may participate in the development of strategy and demands or may leave these to the backup team. No board member should be on the negotiating team. During bargaining, board members must not discuss with any employee represented by the union any issue that is being negotiated. Board members who undermine their negotiating team by talking with represented employees about issues being negotiated are guilty of malfeasance and should resign from the board.

Preparing for Negotiations

The backup and negotiating teams must meet prior to beginning negotiations, probably on several occasions. The purpose of these meetings is to develop strategy for negotiations and the demands to be made at the bargaining table. In the event the negotiations are for the first contract then the board's model contract should be developed for presentation to the union at the opening session. A model board contract with a teachers union follows this chapter. It is imperative that the board negotiators have demands for presentation to the union rather than be on the defensive, reacting only to union demands.

When negotiations begin remember the rule "economics first and last but never in between." This is fundamental for board negotiators. Basically it means that they should insist that the union place all of its economic demands on the bargaining table at the beginning of negotiations. Then, these demands should not be discussed until all non-economic issues have been settled.

There is a very simple reason for this rule. In the event an impasse is reached the union will inevitably go to the public claiming the fault lies with the board and the union is only interested in better education for the students. The unions are extremely effective in conducting this type of publicity campaign and many trustees have been destroyed politically by them.

The strongest defense boards have to union publicity campaigns is to publicize the economic demands made by the union. Generally, opening economic demands by employee unions are outrageous. When an impasse occurs the board only needs to publicize these demands and let the public know what it would cost them in tax dollars to accede to these demands and the public support will be with the board. Do no underestimate the union or naively assume that it will not conduct such a campaign if impasse is reached. It is the union's most effective weapon since economic conditions have made strikes generally inadvisable.

Contract Provisions—Language Items

In negotiating a contract the board should always remember that the fewer number of provisions the better the contract from the board's standpoint. You start from the position where the board's authority to manage the institution is unrestricted except by constitution or law. A contract represents restrictions on the right to manage. Resist the verbiage the union will demand be included in the contract.

Every union contract must contain a recognition clause. This clause recognizes the union as the exclusive bargaining agent for a certain group of employees which is designated as the bargaining unit. The recognition clause must be carefully drafted. It should spell out the employees who are members of the bargaining unit and exclude all other employees. Typically the union will propose a clause which excludes certain employees and includes all other employees in the bargaining unit. This should be avoided.

A board should insist upon a management rights clause being contained in the contract. This clause restates the authority of the board to manage the institution except as restricted by the terms of the contract. No contract should be signed by a board which does not contain a management rights clause.

A board should also insist upon inclusion of a zipper clause in the contract. This clause provides that the benefits contained in the contract constitute the sole benefits to which the employees are entitled and all other benefits which they may have had in the past and which are not included in the contract are no longer available to them. Many boards have signed a union contract without a zipper clause and subsequently learned that because they had provided a benefit to the employees prior to the time they were organized by the union the employees were still entitled to the benefit although the contract contained no provision for it.

A contract also should contain a grievance procedure. The procedure should be simple, clearly spelled out and contain specific time limits in which a grievance must be filed and processed from step to step. The board should insist upon the time limits being as short as

possible. The board should insist that any grievance be filed in not more than ten days from the time the employee or union became aware, or should have become aware, of the event which gave rise to the alleged grievance. Thereafter, the employee should be allowed no more than ten days after receiving a decision on the grievance to move it to the next step of the grievance procedure.

There is considerable debate whether a grievance procedure should terminate with compulsory arbitration. Compulsory arbitration does infringe upon the board's right to render a final decision on all matters affecting the institution. This right is transferred to an arbitrator insofar as it relates to matters covered by the union contract. On the other hand, compulsory arbitration does provide for a final resolution of grievances which is generally accepted by all parties. In any case, the grievance procedure should be strictly limited to those matters arising out of the provisions or administration of the union contract. It should not allow the employee to grieve any other matter.

There are some very basic don'ts that every board should follow in negotiating a union contract.

1. Don't allow philosophical language to be included in the contract, e.g. "the members of the teaching profession are peculiarly qualified to assist in formulating policies and programs designed to improve educational standards."
2. Don't agree to the inclusion of an employees' rights clause.
3. Don't restrict class size in the contract.
4. Don't give the regular teachers the right to elect to teach "overload" or extra courses.
5. Don't restrict the right of the board to hire supplemental or part-time employees.
6. Don't restrict the right of the board to hire new employees.
7. Don't grant paid leaves of absence except on a very limited basis.
8. Don't agree to sabbatical leaves unless you retain the absolute right to disapprove any requested leave.
9. Don't negotiate the college calendar. Agree only to number of weeks and classroom hours required of teachers.
10. Don't agree to any provision granting employees the right to participate in management of the college.
11. Don't allow department chairmen to be elected by members of the department.
12. Don't negotiate educational matters.
13. Don't agree on any provision in the contract until you have considered all of its potential ramifications. If in doubt keep it out.

Dealing with Impasse

STRIKE PLAN. At some point every board engaged in collective bargaining with a group of employees faces an impasse in bargaining and the possibility of a strike. It is absolutely necessary that the board, whenever there appears to be any chance of an impasse, prepare a strike plan. More boards have suffered tragic consequences because of a naive belief that their employees would not engage in a strike. These boards awakened one morning to find the employees on the picket line and the board totally unprepared for the crisis. A carefully prepared strike plan setting forth in detail the strategy to be followed in case of an impasse and resulting strike must be developed.

Chances are that a well prepared strike plan, particularly one that involves dismissing striking employees and replacing them with other qualified employees, will result in no strike at all. The employees should be made aware of the strike plan. If they know they are risking their jobs it is doubtful they will strike.

MEDIATION. When impasse is reached either side may request mediation. A mediator is appointed by the employment relations commission. You must remember his job is to bring about a settlement. He is not concerned with the interest of either the public or the teachers. He will say and do almost anything to bring about an agreement between the board and union. Generally, only minor concessions should be made during mediation. Major concessions should have been made prior to the mediator being appointed. However, where the union is still clinging to outrageous demands then you will have to save your major concessions for mediation.

FACT FINDING. If mediation fails either side may request fact finding. However, a board should never request it. The fact finder is appointed by the employment relations commission. His job is to hear testimony, receive evidence and make so-called findings of fact or recommendations for settlement which are binding on neither party.

Despite its stated purpose, fact finding in practice is really another form of mediation. Inevitably the fact finder doesn't concern himself with the virtue of either party's position but makes a recommendation that is a compromise. Since the public is not aware of this it generally expects a board to accept the fact finder's recommendation. This can be avoided by the board announcing in advance that it will not accept any recommendation of the fact finder that is not in the best interests of the college. Frequently the fact finders are teachers of labor law at other institutions. This plays into the board's hands by allowing the board to challenge, again in advance, the fairness of the process.

The board should make its last and best offer prior to fact finding. Except on minor items, a board should never accept a fact finder's recommendations. If a board makes major concessions as the result of fact finding then the union will take the board to fact finding in sub-

sequent contract negotiations. Instead of negotiating in good faith in the future the union will hold back with the hope fact finding will result in more favorable contract terms.

PUBLIC RELATIONS. One of the most important aspects of dealing with impasse is public relations. One tactic inevitably employed by the union, when an impasse has been reached, is to attack the board in the news media and thereby weaken its bargaining position. The unions are masters at this. Many boards have capitulated as a result of public pressure brought by the union. The theme in the union public relations campaign is always "better education." This, of course, is utter nonsense. No teachers or other union has ever struck for better education. Employees, including teachers, go on strike for more money, less work and better working conditions.

An alert board can effectively overcome the union publicity efforts by its own campaign in the news media. These public donnybrooks should be avoided. No board should ever start one, but if one is started by the union every board should be prepared to react accordingly.

In its campaign the board should advise the public of the economic demands made by the union. These should be translated into terms the public understands. The public should be informed of the salary demands of the employees, the current salary being paid the employees, the number of hours spent in the classroom (if teachers), and the number of weeks they work for this salary.

Don't think for one moment it can't happen to you. On July 15, 1973, the *Detroit Free Press* reported "a secret battle plan of the statewide teachers' union calls for a co-ordinated series of 'tactical strikes' next fall to cripple school systems in large areas. . . ." The Michigan Education Association (MEA), the union involved, admitted existence of the plan.

The plan was developed in response to school boards in Michigan joining forces to resist union demands. The plan told MEA members to "denounce boards for banding together in secret and unholy coalitions under the banner of the MASB" (Michigan Association of School Boards). However, the plan cautioned "we must be ready to handle the obvious fact that the MEA locals have done it since 1965."

The plan, in referring to school boards, says "They have begun to organize, hire bargaining specialists and coordinate their efforts under the banner of the MASB. They no longer fear the strike as a bargaining weapon. Boards are in the process of attempting to force the bargaining pendulum in management's direction after what they consider years of teacher bargaining advantages."

The strikes were to be proceeded by a $64,900 publicity campaign designed to "create a statewide atmosphere of grave urgency." If "after the appropriate crisis buildup" favorable settlements don't occur the MEA would co-ordinate "tactical regional strikes designed to disrupt

the educational process and keep the boards in a state of confusion."

The plan advised MEA locals, in dealing with boards, to "attack their flanks as well as their strength." Among the strategies recommended by the plan were "guerilla warfare, violence, sabotage, etc." **It can happen to you.**

In summary, a board must prepare carefully for collective bargaining. The board must get itself in the proper frame of mind and recognize unionization for what it is. The board negotiating and backup teams must be **chosen** carefully. Strategy and demands must be developed prior to beginning negotiations. Careful scrutiny of proposed contract provisions is vital and the contract should be kept as short as possible. In case of impasse a strike plan must be prepared, mediation and fact finding handled properly, and the public relations battle won. If you do your job right you will win at the collective bargaining table.

ADDENDA

MASTER AGREEMENT

This Agreement entered into this____ day of _____, 19___, by and between the Board of Trustees of _____ Community College, hereinafter called the "Board", and the _____ Community College Faculty Association, hereinafter called the "Association."

ARTICLE I
RECOGNITION

The Board hereby recognizes the Association as the sole and exclusive bargaining representative for all full time teachers and for no other employees, professional or non-professional.

ARTICLE II
RIGHTS OF THE BOARD

Subject to the provisions of this Agreement and except as expressly provided otherwise by the terms of this Agreement, the Board of Trustees and the President reserve and retain full rights, authority and discretion, in the proper discharge of their duties and responsibilities, to control, supervise and manage the College and its professional staff, to determine and administer educational policy, to operate the College and to direct the professional staff, and otherwise retain all rights, authority and discretion which are exclusively vested in the Board of Trustees or the President under governing law, ordinances, rules and regulations as set forth in the Constitution and laws of the State of _____ and of the United States.

ARTICLE III
SALARY

Teachers shall receive salaries for the academic year as set forth in the salary schedule, designated Appendix A, attached hereto and made a part hereof.

ARTICLE IV
GRIEVANCES

A. A grievance is hereby defined to be any dispute or controversy between the parties to this Agreement, or between the Board of Administration and any teacher covered by this Agreement, with respect to matters arising out of the provisions or administration of this Agreement. No other matters are subject to the grievance procedure.

B. To be valid a grievance must be filed at Step 1 or Step 2 within ten (10) days from the time the grievant became aware or should have been aware of the event which gave rise to the alleged grievance. Time periods may be extended by mutual agreement by the parties. When referred to days shall not include Saturdays, Sundays, or holidays.

C. The number of days indicated at each step should be considered as maximum and every effort should be made to expedite the process. However, the time limits may be extended by mutual consent. Failure to answer a grievance at any step shall be considered a denial of the grievance.

D. At any step of the grievance procedure either party may have representatives present. This is in additon to the Association Representatives mentioned in the grievance steps.

E. At any step of the grievance procedure either party shall have the right to bring in witnesses to participate in the hearing.

F. Any teacher believing he has a basis for a grievance will first informally discuss the grievance with his Department Chairman. If after the discussion the teacher still believes a grievance exists he may invoke the formal grievance procedure.

G. In the event the Association files a grievance, it shall be processed directly at Step 2.

H. In the event the Board believes there has been a breach of the contractual agreement by the Association, the President shall have the right to present the matter to the Association Grievance Committee in writing. A meeting shall then be held within ten (10) days.

I. **Grievance Procedure.**

Step 1. A grievance shall be presented in writing to the appropriate Dean or his designee, with a copy to the Association, who will meet with the grievant and Association Representative. The meeting shall be held within six (6) days of the filing of the grievance in Step 1. Following the meeting a written answer shall be presented to the Association and the grievant within four (4) days. The grievant shall have six (6) days to appeal to Step 2, or the grievance will be considered withdrawn.

Step 2 A grievance appealed to Step 2 shall be discussed between the President or his designee and the grievant and the Association Representative. The meeting shall be held within six (6) days of the presentation of the grievance. Following the meeting, the President or his designee shall answer the grievance in writing within four (4) days. A copy of the answer shall be given to the Association. The grievant shall have six (6) days within which to appeal to Step 3 or the grievance is considered withdrawn.

Step 3 A grievance appealed to Step 3 will be discussed in a meeting between the grievant, Association Representative and Board. The meeting will not be public. The meeting shall be held within twenty (20) days of the filing of the appeal in Step 3 and the Board shall have ten (10) days to answer in writing.

J. Nothing contained herein shall be construed to prevent any teacher from presenting a grievance and having the grievance adjusted without the intervention of the Association. However, no grievance shall be adjusted without prior notification to the Association and an opportunity for an Association Representative to be present, nor shall any adjustment of a grievance be inconsistent with the terms of this Agreement.

K. A grievance may be withdrawn at any level.

ARTICLE V
MISCELLANEOUS PROVISIONS

A. This Agreement shall supersede any rules, regulations or practices of the Board which shall be contrary to or inconsistent with its terms, and supersedes and cancels all previous Agreements, verbal or written or based on alleged past practice, between the College and Association, and shall constitute the entire agreement between the parties. Any amendment or Agreement supplemental hereto shall not be binding upon either party until such amendment or Agreement has been duly ratified by both parties.

B. If any provision of the Agreement or any application of the Agreement to any teacher or group of teachers shall be found contrary to law, then such provision or application shall not be deemed valid and subsisting, except to the extent permitted by law, but all other provisions and applications shall continue in full force and effect.

ARTICLE VI
RESERVE CLAUSE

All rights and authority of the Board prescribed by law or stated in Article II of this Agreement are retained. This Agreement covers all subjects of bargaining and there shall be no duty of either party to bargain collectively for the duration of this Agreement.

ARTICLE VII
DURATION OF AGREEMENT

This Agreement shall be effective as of _____, and shall continue in force until _____. This Agreement shall not be extended orally, and it is expressly understood that it shall expire on the date indicated.

BOARD OF TRUSTEES	ASSOCIATION
By: _____ Chairman	By: _____ President
By: _____ Secretary	By: _____ Secretary

Fifteen Tricks That Teacher Unions Play on School Boards[1]

Whether union pressure tactics are dirty tricks or bargaining savvy probably depends on the side of the picket line from which you see them. From our side, they look downright nasty.

But they also look familiar. Teacher unions realize school-leader turnover makes even well-worn tricks worth trying. Consequently, many of their tactics are trotted out for use on unsuspecting school people in one district after another. Knowing some of the unions' favorite pressure ploys could help immeasurably when next the teachers put the squeeze on you.

So here, as they might be seen by a crafty labor boss, are 15 of the pressure tactics unions love to use on school negotiators, board members, and administrators—in other words, the ones to look out for:

1. **The Crisis Center Caper—Use the word "crisis" and put every member of the management team into a tizzy.** "We're getting ready to open a crisis center" is a promising remark to drop; or, "We've got to report to our crisis committee after this meeting." If this doesn't do the trick, rent a nearby building, call it a crisis center, install some telephones, put some signs on the windows, have a bunch of teachers mill around—and wait for the school board to cave in.

2. **The Information March Maneuver—Start with an "informational" picket line.** March in front of the school building before and after classes. Come and go *en masse*. The board, the administration and the public will be convinced you're deadly serious. The board may capitulate at once. If you can march as close to the top administrator's office window as possible, he may feel sympathy for your cause—especially if it's snowing. Better still, he may become so nervous that he'll get out of town or will beg the school board to buy your latest offer.

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This story is based principally on material supplied by the Madison-Oneida Counties, Sole Supervisory District, Multi-BOCES Labor Relations Office, Verona, N.Y.

3. **The Marathon Meeting Tactic—Call for round-the-clock bargaining.** Publicize the demand. Two reasons: (A) The public will think you're willing to work long and hard for settlement, and (B) the school board's negotiators probably will reject the idea, since many of them are unpaid and must keep regular business hours. If they refuse to meet continuously, play that up and make management look as though it's retarding progress. If management accepts, you'll be in great shape to wear its negotiating team down until its members crumble from sheer exhaustion.

4. **The Business Boycott Scheme—If any school board members have local businesses used by teachers, intimate that you'll take your business elsewhere.** Threats of this kind have been known to bring board members around in a hurry.

5. **The Blast the Boss Bamboozle—Attack the chief school administrator.** Many times, a superintendent is a strong personality, in whom the school board has great faith. Hit him with charges of poor management, sweatshop working conditions, lousy personnel relations. He might be removed from negotiations entirely, giving you a clear shot at the school board.

6. **The Nail the Negotiator Trick—Put out the word to the school board and administrators that their negotiator is the one holding up the works.** If management yanks him, you may be able to deal directly with the school board, and your chances for a favorable settlement may improve. Even if they leave him in, board members probably will begin to doubt his ability, and they definitely will question his tactics. From that point on, you've got him.

7. **The Improper Practice Ploy—Charge the school board with refusal to bargain in good faith or with some other easily manufactured grievance.** The Public Employee Relations Board may throw it out, but your purpose will have been served. The public may buy it. The process surely will hold up bargaining, which is important if time is on your side. Teachers undoubtedly will think the board members are a bunch of louts, and this should rally your people to your cause. Some board members who don't realize that improper practice charges are virtually meaningless these days may give way to nervous jitters. Once the charge is filed, you can offer to drop it in return for a favorable settlement.

8. **The Misdirection Play—Cloud the real bargaining issues.** Tell board members the teachers are enraged about everything but money and benefits. Scream that the roof leaks and that working conditions are miserable. If you make it all sound ghastly enough, the board might offer you more money and benefits just to avoid publicity about your secondary gripes.

9. **The Lambs to Slaughter Strategy—Get the board members to come to the bargaining table personally.** Demand it publicly. The hard line held by their negotiator might go out the window when you bring board members to a face-to-face confrontation. Once they're at the table, try to turn them against one another.

10. **The Mislead Your Members Move—Send letters to all the members of the local after negotiations begin.** Report the board's opening offer, and don't mention that this was merely a management bargaining strategy. Many of the teachers don't understand the bargaining process. They'll think you're reporting the board's *final* offer, and they'll be outraged—a great way to strengthen teacher support.

11. **The Lazy Day Device—Institute a "work-to-rule" job action.** Tell teachers to do nothing beyond the letter of your current contract: Don't attend meetings called by the administration; don't give special help to students. . . But be careful. Some boards are familiar with this one, and they may hit you with a labor practice complaint if you go too far. Still, many school systems find this maneuver hard to cope with, and it may win you a quick settlement on your terms.

12. **The Desperate School Board Scenario—Tell everyone that the board is dying to reach an agreement.** Sell school board members on the notion that a speedy settlement is what they need. A surprising number of school boards fail to realize it's the *union* that needs the quick contract. In the meantime, keep harping about "working without a contract."

13. **The Neighborhood Nuisance Number—Picket the homes of school board members (if not all their homes, at least the board president's); stay on public property, of course.** Imagine the chagrin you'll cause outstanding members of the community by creating a disruption in their neighborhoods. Think of the reactions this will elicit from neighbors, the children, the spouse. Creating pressure from within is one of the quickest ways to beat a board member.

14. **The Telephone Seduction Subterfuge—Get those teachers on the telephone, calling individual school board members.** Send this message: "You've got to help us make the board see reason. This thing has gone on long enough, and you're the only one who can help everyone come to terms. Do it for the children. We know you're not getting the full picture from your negotiating team. . ." If you can get some of the board members' friends to make such calls, all the better.

15. **The Strike Threat Gambit—Whether bellowed to the world or whispered in the right ears, the threat of a teacher strike is sometimes surprisingly effective.** It often scares the fight out of school board members and administrators and can lead to a rapid settlement on your terms.

GLOSSARY OF TERMS

A

Academic Year: The period of the regular session, generally extending from September to early June, usually divided into two semesters or three quarters. See Calendar Year.

Accountability: The acceptance of personal responsibility for the achievement of pre-determined measurable objectives.

Accreditation: Recognition of an educational institution as maintaining standards that qualify the graduates for admission to higher institutions or for professional practice.

Act: Narrowly, this term applies to a bill that has passed the Congress and become law. More loosely, it is used to refer to a bill that has passed one body or the other. Also, a sponsor may use it in naming his bill (anticipating its passage). For example, Senator Williams gave his community college bill the title "Comprehensive Community College Act of 1969" when he originally introduced it.

Ad hoc: A small, temporary committee utilized to solve a particular problem or issue. Once the task is resolved, the committee submits its report and ceases to function. Special committee which is usually established by the Chairman of any standing committee or group.

Administrative unit: A geographic area which, for specified public purposes, is under the control of a governing board and the supervision of one or more administrative officers.

Admissions, Director of: A title frequently used for the officer who is charged with the responsibility of admitting students. Other titles assigned to the position are Admissions Officer, Examiner, and Dean of Admissions. Many colleges use the title Registrar as inclusive of the admissions function.

Adult basic education: Education at the elementary instructional level (through the eighth grade)—usually with emphasis on communicative, computational, and social skills given to enable an adult or youth beyond the age of compulsory school attendance to raise his level of education, pursue a program of occupational training, and/or function more adequately as a citizen in a democratic society.

Adult education: Programs offered by a college or university which provide opportunities for adults and out-of-school youth to further their education. Programs are usually planned with one of the following objectives in mind: opportunities for professional or career advancement; opportunities for expansion of cultural knowledge and interests. These programs may be credit or noncredit; undergraduate, graduate, or postgraduate; professional or nonprofessional. They may be classes, conferences, short courses, correspondence courses, etc. They may be held on campus or elsewhere. They are usually offered by a distinct administrative unit, e.g., Extension Division, Evening College.

Ad valorem property tax: A tax on real property expressed as a percentage of the total value of the real property.

Affirmative action: The "action" which federal law now requires of institutions to provide better and more equal job access for women and minorities.

Allocation: The Fiscal Year amount which a federal agency actually expends (or allocates) on the support of a given program.

American Association of Community and Junior Colleges (AACJC): A non-profit national professional association, made up of two-year colleges, both public and private, and people from those institutions which provides services and directions calculated to assist the colleges in meeting their goals. The national offices of AACJC are headquartered in Washington, D.C.

Appropriation: The act by which the Congress (or a legislature) provides the dollars (specific amount) on which a program will operate for a given fiscal year.

Area Vocational School: A public secondary school or a post-secondary educational facility which has been approved by the State board for vocational education to provide instruction in the occupations (other than professional occupations) to residents of a State, a county, a major city, or another designated geographic area usually larger than one local basic administrative unit.

Assessed valuation: A valuation set by a governmental unit upon real estate or other property as a basis for levying taxes.

Assessed valuation per ADA: The amount of assessed value per child determined by dividing the total assessed valuation by the total ADA (see next page).

Association of Community College Trustees (ACCT): A non-profit international association headquartered in Washington, D.C., which seeks to unify, promote, encourage and develop two-year institutions through the expertise and insight of trustee leadership. Assists trustees in effectively coping with challenges in higher education and in presenting a national voice on behalf of two-year college governing boards.

Attrition: (1) A term referring to the portion of a class of students which failed to re-enroll for a subsequent term (voluntarily or involuntarily) without completing degree requirements. (2) less commonly; the term may refer to the loss of those accepted applicants who failed to enroll.

Auditor: One who enrolls for instruction without credit. Regular attendance at class without other participation is customary.

Authorization: The act which creates and authorizes a program. It usually fixes the life span and dollar ceilings for the program but contains no actual dollars.

Average daily attendance (ADA): The aggregate days attendance of a given secondary school during a given reporting period divided by the number of days school is in session during this period. Only days on which the students are under the guidance and direction of teachers are considered as days in session. The reporting period is generally a given regular school term.

B

Ballot proposition: A referendum, as in a change of constitution, usually appearing on a state or local ballot.

Basic education: A term frequently used in referring to education emphasizing literacy in language, mathematics, natural sciences and history and related social sciences. See also Adult Basic Education.

Basic Educational Opportunity Grants (BEOG): A program of student financial aid authorized by Title IV of the Higher Education Act. Provides for Federal grants to all eligible students to assist them in meeting educational costs.

Biennium: Commonly refers to the two-year period for which a state or public agency builds a budget.

Bill: The form used for most legislation, whether permanent or temporary, general or special, public or private. Bills may originate in either the House of Representatives or the Senate, with one notable exception, that all bills for raising revenue shall originate in the House, but the Senate may propose or concur with amend-

ments, as on other bills. Customarily, the general appropriation bills also originate in the House, although there is no constitutional requirement to that effect. A bill originating in the House of Representatives is designated by the letters "H.R.", followed by the assigned number. A Senate bill is designated by the letter "S", followed by its number. A bill becomes law of the land only after (1) Presidential approval, or (2) failure by the President to return it with his objections to hte House in which it originated within ten days while the Congress is in session, or (3) the overriding of a Presidential veto by a two-thirds vote in each House. It does not become law without the President's signature if the Congress by their adjournment prevent its return with his objections. This is known as a "pocket veto."

Branch campus: A campus of a higher education institution which is located in a community different from that of its parent institution and beyond a reasonable commuting distance from the main campus of the parent institution. It aims at least in part to duplicate the functions or programs of education offered by the parent institution (or main campus).

Budget: A plan of financial operation embodying an estimate of proposed expenditures for a given period or purpose and the proposed means of financing them.

Bureau of Higher and Continuing Education (U.S. Office of Education): Administers institutional support and student assistance programs directed to higher education.

Bureau of Occupational and Adult Education (U.S. Office of Education): Administers grants to states for programs of vocational and technical education, education programs for adults, and manpower training programs, career education.

C

Campus: The land areas and facilities used by an institution in its programs of instruction, research or service.

Capital outlay: Capital outlay expenditures are those which result in the acquisition of fixed assets or additions to fixed assets. They are expenditures for land or existing buildings, improvements of sites, construction of buildings, additions to buildings, remodeling of buildings, or initial or additional equipment. Salaries and other expenses of school district employees, such as architects and engineers, who are hired or assigned to capital improvement projects also are included.

Career information library: An organized file of information about career requirements, opportunities, and rewards. It may be a part of the main library collection or housed in a placement or counseling

center.

Census date: An established date each term on which a count of enrollments (F T E.) is made for reporting purposes.

Certificate, high school equivalency: A document issued by a State Department of Education certifying that a person has completed the equivalent of a high school diploma; accepted by some colleges in lieu of evidence of graduation from high school.

CIJE: Current Index to Journals in Education—information for practicing educator, reference librarian and education researcher. (See ERIC)

Clock hour: One hour of instruction given one student. Class periods of from fifty to sixty minutes are usually counted as one clock hour.

Closed rule: The Rules Committee in the House serves as a valve on floor action. When a bill clears its parent committee, it can go to the floor for final action only when the Rules Committee gives it a rule. If it gives the bill an open rule, this means amendments can be made on the floor. Under a closed rule, amendments cannot be offered.

Co-curricular activity: An activity not falling within the curriculum, but closely correlated with it. The term usually refers to activities developed to supplement a curricular program, such as debate, forensics, and the band.

College calendar: A listing of all pertinent dates for commencement of terms, holidays, vacations, examinations, etc. Some colleges operate on a semester system, involving a fall and a spring term, frequently adding a summer session for developmental work or additional courses. A modified semester (4-1-4) system provides a January or winter term (approximately 4 weeks long) for special projects which usually have the same credit as one semester course. A trimester calendar consists of three equal terms from September to September. A few colleges divide the entire year into four equal terms or quarters.

College corporation: A body politic and corporate as defined in the charter, usually consisting of the president and trustees.

College plant: The site, buildings, and equipment constituting the physical facilities used by a single college or by two or more colleges sharing the use of common facilities.

College Work/Study Program (CW/S): Assists students by providing job opportunities at the college itself or with a public or private nonprofit agency—such as a school. Students may work for a specified number of hours during the college session and 40 hours per week during the summer or other vacation periods.

Combined community college and secondary school plant: A school plant that houses on a permanent basis two schools only—a secondary school and a community college.

Commission 1202: Section 1202, under Title X of the Education Amendments of 1972, encourages each state to form a commission to coordinate the planning of post-secondary systems. (See Title X.)

Committee of the whole: Any group meeting as a single body in order to consider any issue so that all members may consider the subject at hand.

Community college: A college operated by a district board of trustees of a basic administrative unit whose courses, both vocational/technical and academic, lead to objectives or degrees less than a baccalaureate degree. Instruction is adapted in content, level and schedule to the needs of the local community. So far as possible, courses are offered according to the general convenience of the clientele. In addition to organized curricula, offerings may also include short courses, special lectures, etc., of interest to the community or to groups therein. Most of the students live within the community.

Conference committee: A joint committee of the House and Senate who write a bill in final form when the two bodies have passed differing versions of the same act.

Continuing education: Any extension of opportunities for reading, study, and training at the higher education level to young persons and adults following their completion of or withdrawal from full time school or college programs. The service is usually provided by special schools, centers, colleges, institutes or by separate administrative divisions such as University Extension. Continuing education usually emphasizes flexible rather than traditional or academic programs.

Continuing resolution: An act which keeps on-going federal programs running at old funding levels, in a new fiscal year, while Congress and the President work out the regular appropriations for those programs for that fiscal year.

Contracted services: Those services rendered to the college system through contract or other agreement with a firm, company, individual, or other educational agency or institution, such services being performed by a person or persons not on the college faculty or staff.

Cooperative education: A program offered by colleges combining gainful employment with study. Usually, one or more semesters in college alternate with semesters of employment in fields related, if possible, to the student's field of concentration. Many two-year colleges offer cooperative education in their programs; others offer work opportunities in their entire range of programs available.

Cooperative on-the-job training: An activity in which students in occupational programs of studies spend a portion of their time in

supervised employment (i.e., in on-the-job training) in business or industry. This activity frequently is referred to as "cooperative work experience."

Core curriculum: A group of courses in varied but related subject areas, designated by a college as one of the requirements for a specified degree.

Cost accounting: That method of accounting used to establish all the elements of cost incurred to carry on an activity or operation.

Cost-benefit analysis: The process of examining and comparing alternative courses of action with respect to two or more main considerations: the cost in terms of needed resources, and the benefits (in general, the gains, utility, value, or effectiveness) in terms of the objectives to be attained. The results of the analysis can serve as one of the factors assisting the decision maker in a choice of alternatives.

Course, short: A course in which instruction is scheduled for a period considerably shorter than a regular semester, quarter, term, or session. It is typically either an abbreviation of a standard course in the subject, a presentation of very recent research or developments in a given field, a brief review of a broad area of practical knowledge, a refresher course, or an intensive study of a narrow segment of a subject. The course may or may not be taken for credit and it may or may not apply toward a degree or other formal award, such as a certificate or professional designation.

Credit hour: The unit by which an institution may measure its course work. The number of credit hours assigned to a course is usually defined by the number of hours per week in class and the number of weeks in the session. One credit hour is usually assigned to a class that meets 50 minutes a week over a period of a semester, quarter, or term; in laboratory, field work, drawing, music, practical arts, physical education or similar type of instruction, one credit hour is assigned for a session that meets 2 or 3 hours a week for a semester, quarter, or term. Quarter credit hours and semester credit hours are the most common systems of measuring course work. Institutions on the trimester plan generally use the semester credit hour system. Courses offered in a calendar other than semester or quarter, including summer sessions, may be measured in term credit hours or stated in semester credit hours or quarter credit hours.

Credit hour, quarter: A credit hour based on the quarter calendar which is usually divided into terms of 11 weeks.

Credit hour, semester: A credit hour based on the semester calendar which is usually divided into terms of 17 weeks.

Curriculum guide: A written plan including one or more aspects of curriculum and instruction such as philosophy, policies, aims, objectives, subject matter, resources, and processes. Such a plan may be as

narrow in scope as a unit or topic of instruction, or as broad as the entire curriculum of a college system or level of instruction within a State.

D

Data: A general term used to denote any or all facts, numbers, or letters and symbols that refer to or describe an object, idea, condition, situation or other factor. It connotes basic elements of information which can be processed or produced by a computer. Sometimes data are considered to be expressible only in numerical form, but information is not so limited.

Debt limit: The maximum amount of bonded debt for which a school district may legally obligate itself. The total amount of bonds issued cannot exceed a stipulated percent of the value of the taxable property of the district.

Degree: The Associate is the degree granted in the two-year college. Most colleges award either the Associate in Arts, the Associate in Science, or the Associate in Applied Science. Two-year colleges also grant certificates that denote a level of proficiency and diplomas that denote completion of majors of less than two years.

Developing institutions program: A program that assists colleges which have both the desire and the potential to make a substantial contribution to higher education but are limited in their resources.

Developmental studies: With the recent growth of the community college has come the wide acceptance of the open door admissions policy. Many colleges have instituted a series of remedial courses for those students chosing to attend college but deficient in necessary basic skills. These courses, the most common name for which is developmental studies, help the students admitted under the open door policy to adjust to college-level academic standards.

Direct grants: Federal allocations or grants flowing in specific amounts to institutions or individuals for specific programs (unlike the lump sums allocated to states or state agencies, which are usually referred to as formula categorical grants).

Dual enrollment: An arrangement whereby a student regularly and concurrently attends two colleges or a college and a secondary schol, both of which share direction and control of this studies.

E

Educational opportunity centers: Centers designed to serve areas with major concentration of low income population. They also serve as a recruiting and counseling tool to coordinate resources and staff efforts of institutions of higher education.

Effective appropriation: The funding figure currently in effect for a given program for the fiscal year.

Enrollment, total (head count enrollment): The number of different individuals enrolled during a given term or school year. The figure includes all students who have registered, as signified by the payment of fees. The total enrollment does not exclude students who withdraw during the term or the year.

Entitlement: A form of assistance which is universally available to qualified applicants, and usually not subject to budget ceilings. The G.I. Bill is a prime example.

Equipment: Any instrument, machine, apparatus, or set of articles which (a) retains its original shape and appearance with use and (b) is nonexpendable.

ERIC: Educational Resources Information Center—a national information system which disseminates educational research results, research related materials and other resource information.

Executive communication: This has become a prolific source of legislative proposals, presented usually in the form of a letter from a member of the President's Cabinet or the head of an independent agency or even the President himself, transmitting a draft of a proposed bill to the Speaker of the House of Representatives and the President of the Senate.

F

FEB: Federal Executive Board. Any large city with a cluster of federal offices usually has one. It is an informal caucus of the executives who head these offices. They meet on a regular basis (often a monthly luncheon) to discuss interagency problems and cooperation.

Fee: A payment, charge or compensation for services (other than instruction) for privileges, or for the use of equipment, books or other goods. Fee can be defined to include student body fees for athletics, student government, and other activities.

Fee, matriculation: A nonrefundable fee required by many colleges of every student at time of first enrollment.

Financial aid officer: The person responsible for administering the financial aid program of a college or university. His title is sometimes Director of Financial Aid.

Fiscal Year (FY): Federal agencies and budgets operate on the fiscal year. The federal fiscal year begins October 1. Most community colleges operate on the fiscal year beginning on July 1. For example, Fiscal Year 1978 (FY '78) would start July 1, 1978 and end June 30, 1979.

FOB: A federal office building, a term rarely used outside the District of Columbia.

Full Time Equivalent (F. T. E.): This is computed by adding up the total number of credits (hours) in which college students are enrolled and dividing by the number of credits (hours) considered to be a full time load by one student (generally 15 credits (hours)).

G

GPO: Government Printing Office—executes orders for printing and binding placed by Congress and the departments and establishments of the Federal Government. It distributes and sells Government publications and catalogs.

Guaranteed Student Loan Program (GSL): Enables students to borrow money directly from a bank, credit union, savings and loan association, or other participating lender. The loan is guaranteed by a state or private nonprofit agency or insured by the Federal Government.

Guaranteed tuition: A college may guarantee an entering freshman that tuition charges to him will not increase during the years he attends. Tuition is raised only for succeeding freshman classes.

H

Head count enrollment: See Enrollment, total.

HEW: The Department of Health, Education and Welfare—esta-

blished for the purpose of improving the administration of those agencies of the government the major responsibilities of which are to promote the general welfare in the fields of health, education and social security.

Higher education: Education above the level of the secondary school, which is provided by four year colleges, universities, graduate schools, community colleges, technical institutes, and proprietary schools.

Hopper: When legislators introduce a bill, they "drop it in the hopper," as the expression goes. It simply means they have fed it officially into the legislative mill—i.e., they have filed it with the proper House or Senate officials.

HUD: The Department of Housing and Urban Development—to assist in providing for sound development of the nations' communities and metropolitan areas.

I

Impoundment: An appropriated budget item that the Administration of the government does not allocate (spend).

Independent study: A program of study with topics or problems chosen by the student with the approval of the department concerned and with the supervision of an instructor. Independent study is often associated with honors courses or programs.

Individual instruction: An arrangement whereby a student receives instruction as an individual and not as a part of a class.

Instructional materials center: An instructional space where college library services and audiovisual services are integrated. When such services are limited to one or more specific subject areas, the space may be referred to as a "resource center."

Intermediate administrative unit: An administrative unit smaller than the State which exists primarily to provide consultative, advisory, administrative, or statistical services to local basic administrative units, or to exercise certain regulatory and inspectoral functions over local basic administrative units. An intermediate unit may operate colleges and contract for college services, but it does not exist primarily to render such services. Such may or may not have taxing and bonding authority. Where there is a supervisory union board, the union is included as an intermediate unit.

Intramural athletics: Organized games and athletic activities engaged in by students of a college with other students from the same college. The intramural program may be an integral part of the

physical education program or a distinctive program of its own; in either case, the program must be confined to a single college.

L

Learning resources center: See instructional materials center.

Load, student: The number of credit hours attempted by a student in a given term. The normal student load is the number of hours required for graduation divided by the number of terms normally required for graduation. The normal student load falls within limits describing the minimum and maximum loads for a full-time student. Permission may be required to take a load beyond the maximum.

Loan, student: A financial aid to a student which has the requirement that all or part of the amount advanced shall be repaid at a specific future time generally following graduation or withdrawal.

Logjam: In Washington the term means exactly what it means everywhere else—only bigger.

Lower division: The freshman and sophomore years of a baccalaureate degree program. At some institutions of higher education the lower division is an administrative unit organized to provide the general education portion of a student's curriculum in the first two years of a 4-year program, as distinguished from the upper division where specialization generally occurs.

M

Management: Its function is to decide on the most effective expenditure of manpower facilities, materials, and funds needed to achieve goals and objectives. It is the acceptance of personal accountability determined by measurable results. Management is concerned with planning, administration and leadership.

Management-by-Exception (MBE): A procedure which alerts those "who need to know" when monitored expectancies are not reached or are exceeded by a predetermined margin.

Management-by-Objectives (MBO): A systematic way of thinking about management which emphasizes the achievement of predetermined system, unit, and individual goals and objectives by demonstrable, measurable results.

Management Information System (MIS): An organized method of providing management with information needed for decision making,

when it is needed, and in a form which aids understanding and stimulates action.

Mark-up: The work of a committee or subcommittee in Congress in drafting the final version of a bill, after it has concluded its hearings and discussions on the bill.

Matching money: Local shares or contributions required in federal programs in order for institutions to qualify for the federal share.

Middle States Association of Colleges and Secondary Schools: (See also NCA) Grants institutional accreditation to colleges and universities in the following geographic area: Canal Zone, Delaware, District of Columbia, Maryland, New Jersey, New York, Pennsylvania; Puerto Rico, Virgin Islands.

Mobile classroom: A vehicle which serves as a classroom and which may be moved readily at any time.

Multiple-car range: A special off-street facility for in-car laboratory instruction where several automobiles may operate simultaneously under the direction of one or more teachers positioned outside the vehicle.

N

National Association for Public Continuing and Adult Education (NAPCAE): Organization dedicated to the development, improvement and expansion of public supported educational opportunities for adults.

National Commission on Accrediting (NCA): An independent agency supported by the colleges and universities to coordinate and monitor professional and specialized accrediting organizations at the post-secondary level.

National Direct Student Loan Program (NDSL): This program makes it possible for graduate or professional students to borrow up to $10,000; for students who have successfully completed two years of a program leading to a bachelor's degree, up to $5000; and for other students, up to $2,500. The program also provides for partial or total cancellation for students who enter certain fields of teaching or specified military duty.

New England Association of Colleges and Secondary Schools: (See also NCA) Grants institutional accreditation to colleges and universities in the following geographic area: Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island, Vermont.

Noncredit course: A course for which students do not receive

credit applicable toward graduation or completion of a program of studies.

North Central Association of Colleges and Secondary Schools: (See also NCA) Grants institutional accreditation to colleges and universities in the following geographic area: Arizona, Arkansas, Colorado, Illinois, Indiana, Iowa, Kansas, Michigan, Minnesota, Missouri, Nebraska, New Mexico, North Dakota, Ohio, Oklahoma, South Dakota, West Virginia, Wisconsin, and Wyoming.

Northwest Association of Colleges and Secondary Schools: (See also NCA) Grants institutional accreditation to colleges and universities in the following geographic area: Alaska, Idaho, Montana, Nevada, Oregon, Utah, and Washington.

NSF: National Science Foundation—fundamental purpose is to strengthen research and education in the sciences in the United States.

O

Occupational field: A group of recognized occupations having many similarities, including the following characteristics in common: the type of work performed, the basic aptitudes, and the acquired knowledge and training required; the tools, machines, instruments, and other equipment used; and the basic materials used.

Occupational program: A program designed to prepare students for immediate employment in an occupation or cluster of occupations. It is not designed as the equivalent of the first 2 or 3 years of a baccalaureate degree program. Two levels of occupational programs are recognized: (1) the technical semi-professional level preparing technicians and semi-professional personnel in engineering or non-engineering fields, and (2) the craftsman-clerical level training artisans, skilled operators, and clerical workers.

OMB: Office of Management and Budget, the arm of the White House that determines the level of spending after allocation and on budget requests.

On-the-Job-Training (OJT): A program of instruction provided to an employed worker by the employer during the normal working hours of the occupation. (See also Cooperative on-the-Job Training)

Open door: The term mainly used in reference to the admissions requirements of most public community colleges and technical institutes that only require a student to possess a high school diploma (or equivalency) or be eighteen years of age or older to qualify for admission.

OSHA: Occupational Safety and Health Act of 1970—an effort to

reduce the incidence of personal injuries, illnesses and deaths among working men and women which results from their employment. A Review Commission was created by the act to insure just and equitable enforcement of those occupational health and safety standards which are contested by employers, employees and representatives of employees.

P

Part-time student: A student who is carrying less that a full course load as determined by the State or the local college.

Pocket veto: When Congress sends the President a bill, he has 10 days on the legislative calendar to sign it or veto it. He cannot simply sit on it—unless the Congress has recessed. If Congress is out of session, he can let the bill die by ignoring it (i.e., pocketing it), and this is a pocket veto!

PPBS: An abbreviation for the planning programming budgeting system. A decision system for allocating resources to various objectives and programs based on cost-effectiveness analysis.

Prevocational education: Orientation—to a number of different occupational areas—and counseling designed to assist a person in determining the occupation area(s) for which he might best prepare. Can take place at secondary or post-secondary level.

Program budgeting: The preparation of a budget which reflects explicit consideration of present and future costs of various programs designed to realize objectives. It is essentially a task of determining priorities for the various objectives, because of limitations on resources, in order to achieve a coherent program of action for the organization as a whole. A programmatic classification system for budget accounts. Sometimes equated with PPBS.

R

Reader: The professional invited by a federal agency to join a panel of readers in evaluating grant proposals, submitted by colleges (or other institutions) seeking support from a specific program.

Recision: A request by the Administration to eliminate a funded item, for which the dollars earlier were both budgeted and appropriated. Also, when a bill is worked on by a joint conference committee, either the House or Senate usually recinds its position financially on the bill.

Registrar, Office of the: An office supporting the educational process by record keeping. The official student educational record is maintained in this office. Additional functions commonly include the building of the course schedule, the assignment of classrooms, the planning and execution of registration, the certification of the students' enrollments, the issuance of grade reports, the administration of academic regulation, the certification of the students' eligibility to graduate, and the compilation and reporting of statistical data about the institution.

Released time: An arrangement whereby a college officially and regularly excuses one or more full-time members of the faculty for part of a session with pay.

Research, institutional: The collection, analysis, and presentation of institutional data upon which informed administrative and faculty decisions can be made. Its primary concern is practical research for the solution of institutional problems through the accumulation and analysis of data.

Resource center: An instructional space designed, or adapted, as a place for reading, viewing, listening, and otherwise studying about one or more specific subject matter areas, and for the custody, circulation, production, and administration of related supplies and equipment for the use of the student body and college staff.

Resource unit: A written plan or collection of materials including, for a given segment of instruction, a variety of learning experiences, resources, and evaluation techniques from which faculty may select those deemed best suited for each student or group of students.

Retention rate: The rate at which students persist in their educational program in an institution, often expressed as the percentage of an entering class which enrolls for each succeeding academic year and graduates within the normal time period.

RIE: Research in Education—reference publication providing access to report literature in field of education. (See ERIC).

S

Sabbatical: Commonly referred to as a leave of absence for all or part of one calendar year and with all or part of the employee's salary continuing. Generally sabbaticals become available at the end of each seven years of employment. Purpose: for travel or study enrichment directly or indirectly related to improvement of job performance of the faculty member or administrator.

Schedule, class: A publication containing information on the courses and sections to be offered for a given term, including names

of the instructors, days, hours, places of meeting, and credit designations.

Semester credit hour: A unit of value, frequently used in higher education, indicating for a course the number of hours (or equivalency) of instruction per week for a college term of one semester. A full-time college student making normal progress earns about 30 to 32 semester credit hours in the academic year, 2 semesters constituting the work of the usual academic year.

Seminar: A small group of students doing research or advanced study under the supervision of an instructor.

Sequence: The order of presentation and availability of aspects of the instructional program, as within a course, or a series of courses.

Shared services: An arrangement whereby services provided by one college or college system are made available without charge to another college or college system. To illustrate, the health services or college library services of a given public college might be made available without charge to pupils of a neighboring nonpublic college on a set schedule or as required, with persons providing such services being staff members of the public college, regardless of the location at which the services are provided.

Shared time: See Dual Enrollment.

Slip laws: The first official publication of the statute is in the form generally known as the slip law. It is an unbound pamphlet and each law is published separately.

Southern Association of Colleges and Secondary Schools: (See also NCA). Grants institutional accreditation to colleges and universities in the following geographic area: Alabama, Florida, Georgia, Kentucky, Louisiana, Mississippi, North Carolina, South Carolina, Tennessee, Texas, Virginia.

Special Services for Disadvantaged Students: Program designed to help more disadvantaged and physically handicapped students to remain in and complete college and to encourage students to pursue graduate or professional education.

State Vocational Education Plan (State Plan): A written description of the State's vocational education programs submitted to and approved by the U.S. Commissioner of Education as a condition for the allotment of Federal funds. It sets forth the State's authority under State law for its administration of such programs and includes the policies to be followed by the State in maintaining, extending, and improving existing vocational education programs, and in developing new programs.

Statute: An act that passes Congress and is signed into law by the President is then formally coded and becomes a statute.

Stipends: A broad term usually applied to the weekly or monthly

allotment or allowance paid to federal program participants (such as a veteran on the G.I. Bill, or a trainee in an EPDA program).

Student body activities: Cocurricular activities for students—such as entertainments, publications, and clubs—that are managed or operated by students under the guidance or supervision of staff members.

Student government: Student organizations authorized to exercise jurisdiction in prescribed areas of program development, program management, and student conduct, and to formulate expressions of student opinions and concerns, such as a student senate, program council, living unit councils, and judiciary boards. Student government organizations may have representation on institutional administrative and faculty committees.

Student organizations: An officially recognized student group constituted to perform a particular function or functions in program presentation, self government, or project management as a part of the total student activities program. Faculty and staff are typically involved as advisers and program participants.

Student personnel services: The college program which assists students, individually and in groups, to take full advantage of the opportunities offered in the academic community. Emphasis is placed upon the student—his needs and aspirations, his intellectual, personal, psychological, social and physical growth—so that he may achieve his own goals and the goals of society as reflected by the particular institution he attends.

Subcommittee: A subgroup of a Congressional committee, usually it deals with a specific single policy area—e.g., the Subcommittee on Post-secondary Education—(of the House Committee on Education and Labor) deals with higher education bills.

Supplementary program: In vocational education, a program offered as supplemental training to persons already employed for updating of employee skills.

Supplemental appropriation: After the Congress initially allocates the actual dollar amounts in specific programs, it may increase the appropriation through supplemental funding.

Survey, institution: Study and evaluation of an institution by a committee. A survey usually consists of a review of the purposes of the college and an appraisal of its program, based often upon established criteria, and it generally results in recommendations for changes and improvements. A self-survey (or self-study) is one conducted by a committee or committees derived from an institution's own faculty and staff, frequently with outside consultants called in. The process is generally accepted as the means for the accreditation or reaccreditation of institutions by the regional accrediting agencies.

Systems approach: A rational procedure for designing a system for

attaining specific objectives. The methodology includes specification of objectives in measurable terms; restatement of the objectives in terms of capabilities and constraints; development of possible approaches; selection of appropriate approaches as a result of a trade off study; integration of the approaches into an integrated system; evaluation of the effectiveness of the system in attaining objectives.

T

Tabled: The term is used in Congress essentially as it is in other parliamentary processes. If a Congressional committee or subcommittee, for example, adopts a motion to table a bill—the bill in effect is dead, usually for the duration of that Congress.

Talent search: A Federal program that encourages secondary school and college dropouts of demonstrated aptitudes to re-enter education programs and existing forms of student aid. Contracts were awarded to institutions of higher learning in public and private non-profit agencies or organizations to establish talent search projects. Administered through regional offices.

Task: A related group of activities that clearly defines a segment of a program. Small programs may be considered as one task, while a system program may have a hundred or more. Tasks in a program are relatively stationary, while activities are dynamic.

Teacher Aide: A member performing assigned activities of a nonteaching nature which are not classified as professional educational, but which assist a staff member to perform professional educational teaching assignments.

Teaching machine: A device for presenting programmed instruction. For example, cassette recorders, closed circuit video tape or film loops.

Team teaching: An organization for classroom instruction which involves two or more faculty members who are jointly responsible for planning, instructing, and evaluating a given group of students at any instructional level or in a selected subject matter area or combination of subject matter areas. A teaching team may or may not include student or faculty assistants.

Technical institute: A two-year post-secondary institution offering instruction in one or more vocational/technical areas.

Telecourse: A full sequence of lessons offered over closed-circuit or broadcast television for credit or for auditing purposes. Telecourse instruction may include written work requirements, reading assignments, and/or examinations.

Third House of Congress: The term is used in different ways, and refers to large power blocs that exert an outside influence on the legislative process—most commonly it refers to the lobbying world, or to the press.

Title: Commonly refers to a major division of a broad many titled piece of legislation, as in Title X of the Higher Education Act.

Title X: That portion of the Higher Education Act which covers "The Comprehensive Community College and Occupational Education Act," hence the term Title. It provides for Federal assistance for the development and expansion of community colleges.

Trade-Off: The weighing, on the basis of selection criteria, of the use of alternative approaches to attain an objective, with the intent to select a "best" alternative. Appropriate criteria, with differing relative importance, might include performance, timing, risk, cost benefit, or policy.

TRIO Program: The Talent Search, Upward Bound, Special Services, and Educational Opportunity Centers Programs—they encourage and assist low-income youths with potential to enter, continue or resume post-secondary opportunities.

Trustee: A person who serves as a member of a corporate board which governs an institution of post-secondary education. Additionally, they directly control, regulate and have governance authority over the affairs of the college. Generally, trustees are appointed or elected for a stated period of years.

U

Ungraded class: A class which is not organized on the basis of grade and has no standard grade designation. This includes regular classes which have no grade designations, special classes for exceptional students which have no grade designations, and many adult education classes. Such a class is likely to contain students of different ages who frequently are identified according to level of performance in one or more areas of instruction rather than according to grade level or age level. Ungraded classes sometimes are referred to as "nongraded."

United States Office of Education—Community College Unit: Under the Deputy Commissioner of Higher Education, the formation of the Community College Unit was mandated in the Educational Amendments of 1972. The Unit coordinates all Office of Education

programs which deal with two year colleges, prepares analysis of Federal assistance to these colleges and prepares and gives testimony defending such assistance before the Congress and the Office of Management and Budget.

Unit of instruction: A major subdivision of instruction within a course or within an aspect of subject-matter content provided for a self-contained class or for other students. Generally, composed of several topics, a unit of instruction includes content and learning experiences developed around a central focus such as a limited scope of subject matter, a central problem, one or more related concepts, one or more related skills, or a combination of these.

Unsecured tax roles: The moveable, personal real property within a county, i.e., mobile homes, boats, furniture (accounts for approximately 10% of all property).

Upward Bound: Pre-college preparatory programs for young people from low income backgrounds and inadequate secondary school preparation; provides a summer residential program on a college campus and activities during a school year. Administered through regional offices.

USOE: United States Office of Education—an administrative agency whose functions are to collect such statistics and facts as shall show the condition and progress of education, to diffuse such information as shall aid the people of the United States in the establishment and maintenance of efficient school systems and otherwise to promote the cause of education. Related functions include responsibilities for Federal financial assistance to education for special studies and programs.

V

VA: Veterans Administration—administers laws covering a wide range of benefits for former members and dependents and beneficiaries of deceased former members of the Armed Forces. VA also administers laws which provide certain benefits to current members of the Armed Forces and to dependent children of seriously disabled veterans.

Voted override tax: A tax approved by a simple majority vote of the taxpayers, levied in addition to the general purpose tax. The tax can be for a specific purpose or for general use and can be for a limited or unlimited time period according to the terms of the election.

W

Western Association of Schools and Colleges—Accrediting Commission for Junior Colleges: (See also NCA) Grants institutional accreditation to colleges and universities in the following area: California, Guam, Hawaii.

Workshop: An educational program designed to bring together persons interested in a specific field, for cooperative participation in educational experiences, to provide new knowledge and skills, develop plans and programs, and reassess attitudes. Although specialists serve as consultants, the major work in developing learning experience is provided by the participants themselves.

ACRONYMS

A.A.	Associate in Arts
A.A.A.	Associate in Applied Arts
A.A.B.	Associate in Arts in Business
AAC	American Alumni Council
AAC	Association of American Colleges
AACJC	American Association of Community and Junior Colleges
AACRAO	American Association of Collegiate Registrars and Admission Officers
AACTE	American Association of Colleges for Teacher Education
A.A.F.A.	Associate in Arts in Fine Arts
AAHC	Association for Academic Health Services
AAHE	American Association for Higher Education
A.A.L.E.	Associate in Arts in Law Enforcement
AALS	Association of American Law Schools
AAMC	Association of American Medical Colleges
A.A.N.	Associate in Applied Nursing
AAPICU	American Association of Presidents of Independent Colleges and Universities
AARP	American Association of Retired Persons
A.A.S.	Associate in Applied Science
AASA	American Association of School Administrators
AASCU	American Association of State Colleges and Universities
AAU	Association of American Universities
AAUP	American Association of University Professors
AAUW	American Association University Women
ABE	Adult Basic Education
A. Bus.	Associate in Business Administration
A.B.S.	Associate in Business Science
A.B.T.	Associate in Business Technology
A.C.	Associate in Commerce

Acad.	Academis. Academy
Accred.	Accreditation
ACCT	Association of Community College Trustees
ACCTion	A consortium funded under Title III of the Higher Education Act of which the Resource Development Center is a component
ACE	American Council on Education
Achvit.	Achievement
A.C.J.	Associate in Criminal Justice
ACLS	American Council of Learned Societies
ACM	Associated Colleges of the Midwest
ACPRA	American College Public Relations Association
ACT	American College Testing Program
ADIP	Advanced Developing Institutions Program
Adm.	Admissions
Admin.	Administration
AE	Adult Education
A.E.	Associate in Engineering
A. Ed.	Associate in Education
AERA	American Educational Research Association
A.E.T.	Associate in Engineering Technology
A.F.A.	Associate in Fine Arts
AFT	American Federation of Teachers
AGB	Association of Governing Boards
A.G.Ed.	Associate in General Education
A.G.S.	Associate in General Studies
AID	Agency for International Development
AIDP	Advanced Institutional Development Program. Under Title III of the Higher Education Act
AIES	Accreditation and Institutional Eligibility Staff. United States Office of Education
A.L.A.	Associate in Liberal Arts
A.L.A.S.	Associate in Letters, Arts and Sciences
AMIDS	Area Manpower Opportunity Services
AMOS	Associated Migrant Opportunity Services
A.Mus.	Associate in Music
A.N.	Associate in Nursing
ANF	American Nurses' Foundation

AOA	Administration on Aging
A.P.A.	Associate in Practical Arts
A.P.S.T.	Associate in Public Service Technology
A.R.A.	Associate in Religious Arts
ARDC	ACCTion Resource Development Center
A.R.L.	Associate in Recreation Leadership
A&S	Arts and Sciences
A.S.	Associate in Science
A.S.A.	Associate in Secretarial Administration
ASAHP	Association of Schools of Allied Health Professions
A.S.B.	Associate in Science in Business or Associate in Specialized Business
A.S.B.E.	Associate in Science in Basic Engineering
ASBO	Association of School Business Officials
A.S.E.	Association in Science in Engineeering
A.S.Ed.	Associate in Science Education
ASEE	American Society for Engineering Education
A.S.E.E.T.	Associate in Science in Electronic Engineering Technology
A.S.N.	Associate in Science in Nursing
A.S.R.L.	Associate in Science in Recreation Leadership
A.S.S.	Associate in Secretarial Science
AT	Achievement Test
A.T.	Associate in Technology
A.T.A.	Associate in Technical Arts
A.T.E.	Associate in Technical Education
A.Th.	Associate in Therapy
AUPHA	Association of University Programs in Hospital Administration
A-V	Audio-Visual (Instruction)
AVA	American Vocational Association
A-V-T	Audio-Visual Tutorial (Instruction)
A.W.T.	Associate in Wildlife Technology
BAVTE	Bureau of Adult, Vocational, and Technical Education (of the USOE)
BEH	Bureau of Education for the Handicapped, United States Office of Education
BEOG	Basic Educational Opportunity Grants

BHM	Bureau of Health Manpower
BIDP	Basic Institutional Development Program, Title III Higher Education Act
Bd.	Board
BLLRCS	Bureau of Library and Learning Resources and Community Services (under the USOE)
BOAE	Bureau of Occupational and Adult Education, United States Office of Education
BPE	Bureau of Postsecondary Education, United States Office of Education
BSS	Bureau of Student Support (under the USOE)
CAMPS	Cooperative Area Manpower Planning
CASC	Council for the Advancement of Small Colleges
CASE	Council for the Advancement and Support of Education
CAUSE	Comprehensive Assistance to Undergraduate Science Education, National Science Foundation
C.C.	Community College
CCHE	Coordinating Council for Higher Education
CCR	Cooperative College Registry
CCSS	Cooperative College-School Science (Projects)
CCSSO	Council of Chief State School Officers
CCU	Community College Unit, United States Office of Education
CEEB	College Entrance Examination Board
CEP	Concentrated Employment Program
CETA	Comprehensive Employment and Training Act
CFDA	*Catalog of Federal Domestic Assistance*
CGSUS	Council of Graduate Schools in the U.S.
CIES	Council for International Exchange of Scholars
CIJE	Current Index to Journals in Education
C.J.C.	Community Junior College
CLRI	Council on Library Resources, Inc.
COOP-ED	Cooperative Education, Title IV, Higher Education Act
COSIP	College Science Improvement Program
CPC	College Placement Council
CREG	Cancer Research Emphasis Grants
CTPL	Commission for Teacher Preparation and Licensing
Cross-reg.	Cross-registration

CUPA	College and University Personnel Association
Curric.	Curriculum
CWS	College Work-Study
DAE	Division of Adult Education, United States Office of Education
DBG	Division of Basic Grants, United States Office of Education
DCE	Division of Career Education, United States Office of Education
DHEW	Department of Health, Education and Welfare
DHUD	Department of Housing and Urban Development
DID	Division of Institutional Development, Title III, Higher Education Act, United States Office of Education
DIE	Division of International Education, United States Office of Education
DIL	Division of Insured Loans, United States Office of Education
DOD	Department of Defense
DOE	Department of Energy
DOI	Department of Interior
DOJ	Department of Justice
DOL	Department of Labor
DOS	Department of State
DOT	Department of Transportation
DSSSP	Division of Student Support and Special Programs, United States Office of Education
DTEE	Division of Technology and Environmental Education, United States Office of Education
DTF	Division of Training and Facilities, United States Office of Education
DVTE	Division of Vocational and Technical Education, United States Office of Education
EDA	Economic Development Administration
EEA	Emergency Employment Act
EEE	Environmental-Ecological Education (a program under the USOE)
EEOC	Equal Employment Opportunity Commission
EHA	Education of the Handicapped Act
EOC	Educational Opportunity Center, Higher Education Act
EOG	Educational Opportunity Grants

EPA	Environmental Protection Agency
EPDA	Education Professions Development Act
Equiv.	Equivalent
ERDA	Energy Research and Development Administration
ERIC	Educational Resources Information Center
ESAA	Emergency School Aid Act
ESAP	Emergency School Assistance Program
ASEA	Elementary and Secondary Education Act
ETS	Educational Testing Service
ETV	Educational Television
FDA	Food and Drug Administration
FEA	Federal Energy Administration
FEB	Federal Executive Board
FFS	Family Financial Statement
FIPSE	Fund for the Improvement of Postsecondary Education
FISL	Federally Insured Student Loans
FOB	Federal Office Building
FR	*Federal Register*
FRACHE	Federation of Regional Accrediting Commission of Higher Education
FRS	Foundation Research Service
F-T	Full-Time
FTEE	Full-Time Equivalency Enrollment
FTS	Federal Telecommunications System
FY	Fiscal Year
GAO	Government Accounting Office
GATD	General Aptitude Test Battery
GED	General Educational Development Test
G.P.O.	Government Printing Office
GSA	General Services Administration
GSL	Guaranteed Student Loan
H	House
H.Con.Res.	House Concurrent Resolution
HEA	Higher Education Act
HEFA	Higher Education Facilities Act
HEFC	Higher Education Facilities Commission
HEGIS	Higher Education General Information Survey

HEW	Health, Education and Welfare
H.J. Res.	House Joint Resolution
HPSL	Health Professions Student Loans
H.R.	House of Representatives
HR	House Resolution
HRA	Health Resources Administration
HSMHA	Health Services and Mental Health Administration
HUD	Housing and Urban Development
ICET	Institute for Certification of Engineering Technicians
IRA	International Reading Association
ISEP	Instructional Scientific Equipment Program (by NSF)
J.C.	Junior College
JOBS	Job Opportunity Business
LEA	Local Educational Agency
LEAA	Law Enforcement Assistance Administration
LEEP	Law Enforcement Education Program
LPN	Licensed Practical Nurse
LPW	Local Public Works
LRC	Learning Resources Center
LSCA	Library Services Construction Act
Ltd.	Limited
LWV	League of Women Voters
MAPS	Manpower Area Planning System (under CAMPS)
MBE	Management-By-Exception
MBO	Management-By-Objectives
MDIA	Manpower Development Training Act
MDTA	Manpower Development and Training Act (superseded by Comprehensive Employment and Training Act)
MIS	Management Information System
MSA	Medical Services Administration
NACUBO	National Association of College and University Business Officers
NAS	National Academy of Science
NASA	National Aeronautics and Space Administration
NASM	National Association of Schools of Music
NASULGC	National Association of State Universities and Land-Grant Colleges
NCA	National Commission on Accrediting

NCACME	National Center for Adult, Continuing and Manpower Education (a sub-center under BAVTE of the USOE)
NCEA	National Catholic Educational Association
NCEA-HE	National Catholic Educational Association, Division of Higher Education
NCEC	National Center for Educational Communications (a program under the NIE)
NCES	National Center for Educational Statistics (under the USOE Development Programs)
NCET	National Center for Educational Technology (under the USOE development programs)
NCI	National Cancer Institute
NCICU	National Council of Independent Colleges and Universities
NCIES	National Center for the Improvement of Educational Systems (an activity under the USOE Development Programs)
NCIJC	National Council of Independent Junior Colleges
NCRD	National Council of Resource Development
NCVOTE	National Center for the Improvement of Educational Systems (an activity under the USOE Development Programs)
NDEA	National Defense Education Act
NDSL	National Defense Student Loan
NEA	National Endowment for the Arts
N.E.A.	National Education Association
NECC	National Education Computer Center
NEH	National Endowment for the Humanities
NEPA	National Environmental Policy Act of 1969
NHF	National Humanities Faculty
NHLI	National Heart and Lung Institute
NIDA	National Institute of Drug Abuse
NIDR	National Institute of Dental Research
NIE	National Institute of Education (a new agency)
NIH	National Institute of Health
NILECJ	National Institute of Law Enforcement and Criminal Justice
NIMH	National Institute of Mental Health
NIOSH	National Institute for Occupational Safety and Health
NLRB	National Labor Relations Board

NRC	National Research Council
NSBA	National School Boards Association
NSF	National Science Foundation
NUEA	National University Extension Association
NYC	Neighborhood Youth Corp
OAA	Older Americans Act
OAVTME	Office of Adult, Vocational, Technical and Manpower Education, United States Office of Education
OC	Office of the Commissioner, United States Office of Education
OCD	Office of Child Development
OCE	Office of Career Education, United States Office of Education
OCR	Office of Civil Rights
OE	Office of Education
OEO	Office of Economic Opportunity
OFCCP	Office of Federal Contract Compliance Programs
OJT	On-the-Job Training
OMB	Office of Management and Budget
OMDT	Office of Manpower Development Training
ONC	Office of New Careers
OPBE	Office of Planning, Budgeting and Evaluation, National National Institute of Education
OSHA	Occupational Safety and Health Act
PEP	Public Employment Program
PGIS	Project Grant Information System
PHS	Public Health Service
PIP	Project Initiation Period
PL	Public Law (with identifying numbers of Congressional session and act)
PPBS	Planning-Programming-Budgeting System
PREPS	Pre-Discharge Remedial Education Program (for servicement)
PSCP	Public Service Careers Program
P-T	Part-time
RANN	Research Applied to National Needs, National Science Foundation
RAR	Re-Development Area Resident
R&B	Room & Board

REC.	Recommended
REG.	Registration
RFP	Request for Proposal
RIAS	Research Initiation and Support, National Science Foundation
RIE	Research in Education
RN	Registered Nurse
ROB	Regional Office Building
RSA	Rehabilitation Services Administration
RSVP	Retired Senior Volunteer Program
S	Senate
SASHEP	Study of Accreditation of Selected Health Education Programs
SAT	Scholastic Aptitude Test
SBA	Small Business Administration
SCAT	School and College Ability Test
S.Con.Res.	Senate Concurrent Resolution
SCORE	Service Corps of Retired Executives
SEED	Scientists and Engineers in Economic Development, National Science Foundation
SEOG	Supplemental Educational Opportunity Grants
S.J. Res.	Senate Joint Resolution
SOS	Student Originated Studies, National Science Foundation
SREB	Southern Regional Education Board
SRS	Social and Rehabilitation Service
SSA	Social Security Administration
SSIG	State Student Incentive Grants
SSRC	Social Science Research Council
STIA	Scientific, Technological and International Affairs Directorate, National Science Foundation
Svc.	Service
TDDS	Teacher Development in Desegregating Schools (a program under NCIES)
TEC	Technical Education Center
TI	Technical Institute
TRIO	Talent Search, Upward Bound and Student Special Services Programs
TTDI	Teacher Training in Developing Institutions

UPEP	*Undergraduate Preparation of Educational Personnel* (a program under USOE)
URT	University Research and Training (Programs)
USDA	United States Department of Agriculture
USGS	United States Geological Survey
USOE	United States Office of Education
VA	Veterans Administration
VCIP	Veterans Cost of Instruction Program
VEA	Vocational Education Act of 1963
Vet.	Veteran
VICA	Vocational Industrial Clubs of America
Voc. Ed.	Vocational Education
V-T	Vocational Technical
WICHE	Western Interstate Commission for Higher Education
WIN	Work Incentive Program

A RECOMMENDED READING LIST FOR COMMUNITY COLLEGE TRUSTEES

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4. *Updating Occupational Education*, Norman C. Harris

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